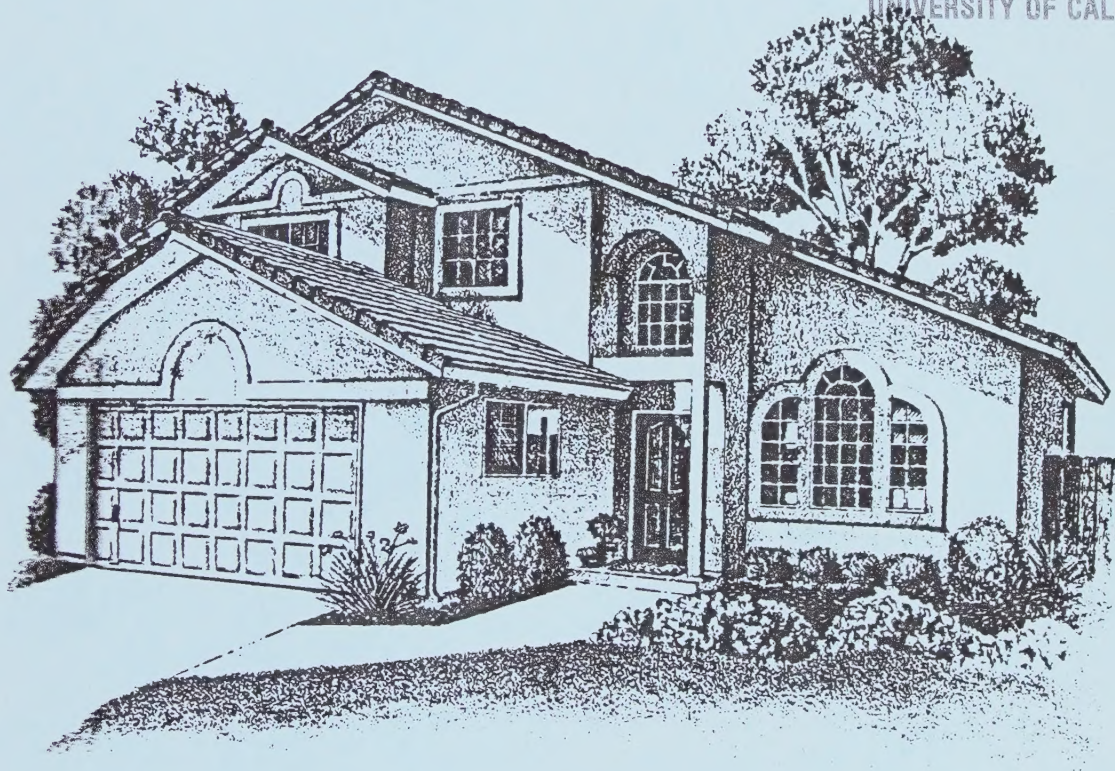


SANGER GENERAL PLAN *HOUSING ELEMENT*

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SANGER GENERAL PLAN

HOUSING ELEMENT

DECEMBER 19, 1991



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Sanger, California

HOUSING ELEMENT
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SUMMARY

A. AUTHORITY

The Housing Element required by Section 65580 of the California Government Code is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying housing needs, adopting goals and policies, and providing programs to meet these needs, local government may be more effective in dealing with the housing needs of its residents. The element includes extensive documentation of housing needs and characteristics which is summarized below.

B. COMMUNITY PROFILE

Sanger's population in 1990 was 16,839 persons, exceeding the 1984 Housing Element projection of 15,039 by 12 percent. Sanger is plagued with a near 20 percent unemployment rate, the fourth highest rate among Fresno County cities. The City's population is largely Hispanic. In 1980, 66 percent of Sanger's residents were Hispanic; by 1990, this percentage had risen to 73 percent. Due to this increase, 93.5 percent of the population growth between 1980 and 1990 was Hispanic people.

C. HOUSING PROFILE

Most housing in the City is Single Family Residential units but multi-family units are becoming an important component. Sanger's housing stock consists of 70 percent Single Family dwellings. The number of Multi-Family Residential units rose 40 percent in contrast to the 21 percent rise of Single Family homes.

During the last decade there was a 20 percent increase in total households and a 34 percent increase in population, creating a larger average household size. Due in part to the traditionally large Hispanic household, the average household size rose 5 percent in the last decade to 3.47 persons per household.

Sanger's vacancy rate was listed at two percent by the 1990 Census, far lower than the six percent "healthy" rate. This low rate is a direct result of an insufficient supply of housing units.

D. PROJECTED HOUSING NEEDS

Projections in the Housing Element indicate that the population of Sanger will expand from the 1990 population of 16,839 to at least 18,332 by 1996 and perhaps as much as 25,000 by the year 2000. This population increase will result in the formation of many new households for which housing will be required.

Households in need of housing assistance are defined as those households in the very low, low, and moderate income groups which pay over 25 percent of total income for housing. A projected need for housing assistance for 1,364 households is identified for the Sanger area by 1996. The 1991 existing need for Sanger is 1,224 households. The growth component of the City's Housing Assistance Need is an additional 140 households by 1996. Very low income renter households account for about half of this housing assistance need.

The new construction need is the total number of new housing units required to house the projected population increase by 1996. This is identified as 679 units which is divided into income groups as follows:

Very Low Income	158 Households
Other Low Income	126 Households
Moderate Income	119 Households
Above Moderate	276 Households
Total.....	679 Households

A Housing Quality Survey conducted in 1990 found 80 percent of the single family housing units in the City to be in standard condition. Of the remainder, 13 percent were in need of minor repair, six percent were in need of major repair, and less than one percent (25 units) were considered to be dilapidated and perhaps unfit for occupancy.

E. RESIDENTIAL LAND RESOURCES

Currently within the city limits, Sanger has a total of 253 acres of vacant land suitable for future residential development. Zoning designations give that land the capacity for housing 4,560 people. Outside Sanger's city limits and within the Sphere of Influence, 1,153 acres of residentially designated land exist, sufficient to house an additional 17,540 people. The residential land resources within the city limits should prove sufficient to support the expected growth in population to 1996, but additional area must be annexed soon thereafter.

F. GOALS OF THE HOUSING ELEMENT

The housing goals, objectives and policies set forth in this Element are intended to serve as general policy guidelines for the City of Sanger. Consistent with State and National housing objectives, these goals, objectives and policies reflect a commitment to provide a decent home and suitable living environment for every individual and family. The goals of the Housing Element are as follows:

GOAL I

To develop through public and private channels, sufficient new housing to insure the availability of affordable housing for all households in Sanger.

GOAL II

To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and it's environment.

GOAL III

To provide for a choice of housing locations for all residents.

GOAL IV

To maintain and improve the quality of the existing housing stock and the neighborhoods in which it is located.

GOAL V

To promote equal access to safe and decent housing for all economic groups.

GOAL VI

To promote energy conservation activities in all residential neighborhoods.

G. FIVE YEAR ACTION PLAN

The Housing Element contains an adopted 5-year program of actions necessary to achieve stated goals and policies. Many of these actions can be accomplished at the local level, whereas others require state or federal action including funding of various housing programs.

The major emphasis of these housing programs is to assist low and very low income households through programs financed by Redevelopment Agency Housing Set-aside funds. Although some moderate income households are also in need of housing assistance, a much greater impact can be made with the limited resources available to the City by focusing on lower income households. Rehabilitation of existing substandard units is another focal point of the action plan.



I

INTRODUCTION

The Housing Element is one of seven General Plan Elements mandated by the State of California. It is intended to direct residential development and renewal efforts in ways that are consistent with the overall economic and social values of the City and that work towards achievement of the State goal of accommodating the housing needs of Californians at all economic levels. The residential character of the City is to a large extent, dependent upon the variety of its housing units, their location, and their maintenance.

The Housing Element is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. This Housing Element will help the City of Sanger address the housing needs of its residents by identifying local housing needs, providing appropriate goals, objectives, and policies, and shaping programs to meet these needs.

A. AUTHORITY

Section 65580 to 65589, Chapter 1143, of the California Government Code contain the legislative mandate for the Housing Element of the General Plan. Article 10.6 was added to the Government Code in 1980, incorporating the Housing Element Guidelines prepared by the California Department of Housing and Community Development (HCD). In addition, that section changed HCD's role from "review and approve" to "review and comment" on local Housing Elements. Article 10.6 also requires that the Housing Element be updated by July 1, 1991.

B. HOUSING ELEMENT RELATIONSHIPS

The Housing Element of the General Plan is only one part of the City's planning program. There are many interrelationships with other program activities which limit, augment, and implement policies and goals of the Housing Element.

State Planning Law

State law requires all local jurisdictions to adopt and maintain a General Plan incorporating a Statement of Development Policies and seven required elements. The law also requires the plan to be internally consistent, to establish zoning

conformance, and not be amendable at will. Additionally, Section 65300.7 of the Government Code provides that local agencies may prepare their general plans to accommodate local conditions and circumstances, while meeting the law's minimum requirements.

Local General Plans

The City's General Plan should be comprehensible to the public. To meet this test it should not be overly long or complicated. It is not intended to present a full array of all City programs and conditions and circumstances to fully satisfy a comprehensive understanding by people not reasonably familiar with local and State laws. A local plan will not, typically, identify all linkages in City programs and processes which may impact a plan policy or program.

Housing Element Implementation

The Housing Element serves as a guide to several City and County departments and agencies. It is not self-implementing. Some of the relationships are:

1. Community Development and Planning Division of the Fresno County Public Works and Development Services Department is heavily involved in the implementation of the Housing Element. Many of the Division's programs such as coordination of the Community Development Block Grant program and preparation of the Housing Assistance Plan represent implementation actions. The City of Sanger participates in the Community Development Block Grant Program by means of a Joint Powers Agreement with Fresno County which enables the County to apply for and receive funding in behalf of the City. The City's annual funding allocation is administered by the County.

2. Environmental Health System of the Fresno County Health Department is responsible for County-wide Housing Code enforcement and monitoring. The services of this agency are available to other agencies and to individual citizens on a complaint basis. No proactive housing code enforcement activities are undertaken by the Environmental Health System.

3. The Housing Authority of the City and County of Fresno is responsible for the development and maintenance of public housing and for the administration of programs providing low rent housing. The Housing Authority operates two major low income housing projects and owns several single family houses in Sanger. Various rent subsidy programs are also available to qualifying households. Citizens apply directly to the Housing Authority for these programs; the City is not usually involved in the process.

4. The Council of Fresno County Governments (COFCG) is responsible for maintaining a regional housing element which is essentially a compilation of all member agency elements into a coordinated document, and preparing a Regional Housing Needs Determination Plan. The City of Sanger is a COFCG member agency and is represented on the Executive Committee which oversees the annual COFCG work program.

5. The County Social Services Department and Economic Opportunities Commission both provide extensive assistance programs ranging from rent supplement grants

to grants to defray utility costs. These programs are available to qualifying households and individuals who apply directly to the administering agency; the City is not usually involved in this process.

6. The Planning Division of the Sanger Development Services Department maintains statistical information and prepares land use policies, housing policies, and General Plan Elements for consideration and adoption by the Planning Commission and City Council. It also maintains the Zoning Ordinance and Subdivision Ordinance and administers the California Environmental Quality Act. The Building Division of the Department enforces the Uniform Building Code and rehabilitation codes. The Redevelopment and Economic Development Division administers the City's housing programs.

Private developers utilize the City's Planning function by submitting applications for various land use entitlements to the Planning Division for processing. A filing fee is usually charged for this service to offset the cost to the City of providing the service. Most such entitlements require public hearings before the Planning Commission and/or the City Council to allow interested parties an opportunity to express an opinion prior to project approval. Land use and housing policies prepared by staff for consideration by the Planning Commission and City Council also require public hearings prior to adoption. The Building Division also charges fees to offset the cost to the City of reviewing proposed building plans and inspection of building activity. Housing programs are made available to qualifying households following a no-fee application to the Redevelopment and Economic Development Division.

General Plan Consistency

The California Government Code requires that General Plans contain an integrated, internally consistent set of policies. When any one element of the General Plan is revised, and especially when new policies and priorities are proposed, the other elements must be reviewed to ensure that internal consistency is maintained.

As part of the General Plan policy preparation process, the City Planning staff reviews each element of the General Plan in detail for possible conflicts with other policies. The results of this investigation along with suggested changes to other General Plan Elements are presented to the Planning Commission and City Council for consideration along with the proposed policy. The Planning Commission and City Council then determine what adjustments to other General Plan Elements are necessary to achieve internal consistency among the elements, and amend those elements as necessary concurrently with the adoption of the proposed policy. This adjustment process occurs in a noticed public hearing to provide concerned individuals with an opportunity to present testimony before the action is taken.

C. HOUSING ELEMENT ORGANIZATION

Government Code Section 65583 requires the Housing Element to include these basic components:

1. A review of the previous Housing Element's goals, policies, programs and

objectives to ascertain the effectiveness of each factor and the overall effectiveness of the element.

2. An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs.
3. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing.
4. A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element through the administration of land use and development controls, provision of regulatory concessions, and the utilization of appropriate federal and state financing and subsidy programs when available.

Part I of the Housing Element defines the intent of the Element and the manner in which the Element relates to state directives and other General Plan Elements.

Part II compares the 1984 Housing need with actual development and evaluates each program of 1984 element, analyzing why each worked or did not work.

Parts III and IV provide current population, housing, and economic information which serves as a basis for determining current and future housing needs as established in Part V.

Part VI provides an inventory of available lands to meet housing needs.

Part VII provides a discussion of governmental and non-governmental constraints to the provision of increased housing opportunities.

Part VIII sets forth the goals and policies of the Plan; Part IX includes the actions and programs necessary to achieve the goals and objectives.

D. PLAN AREA

Three geographic areas are significant for the purposes of the Housing Element. The first is the area within the City's corporate limits. The second is the somewhat larger area addressed by the City's General Plan and Sphere of Influence. As presented in Figure 1, these areas provides sufficient residential lands to meet local housing needs through 1996 and beyond.

The third geographic area is the East Valley Housing Market Area of which the City of Sanger is a part as presented in Figure 2. The 1990 Fresno Regional Housing Needs Determination Plan should be referenced for a description of the market area concept.

FIGURE 1

PLAN AREA

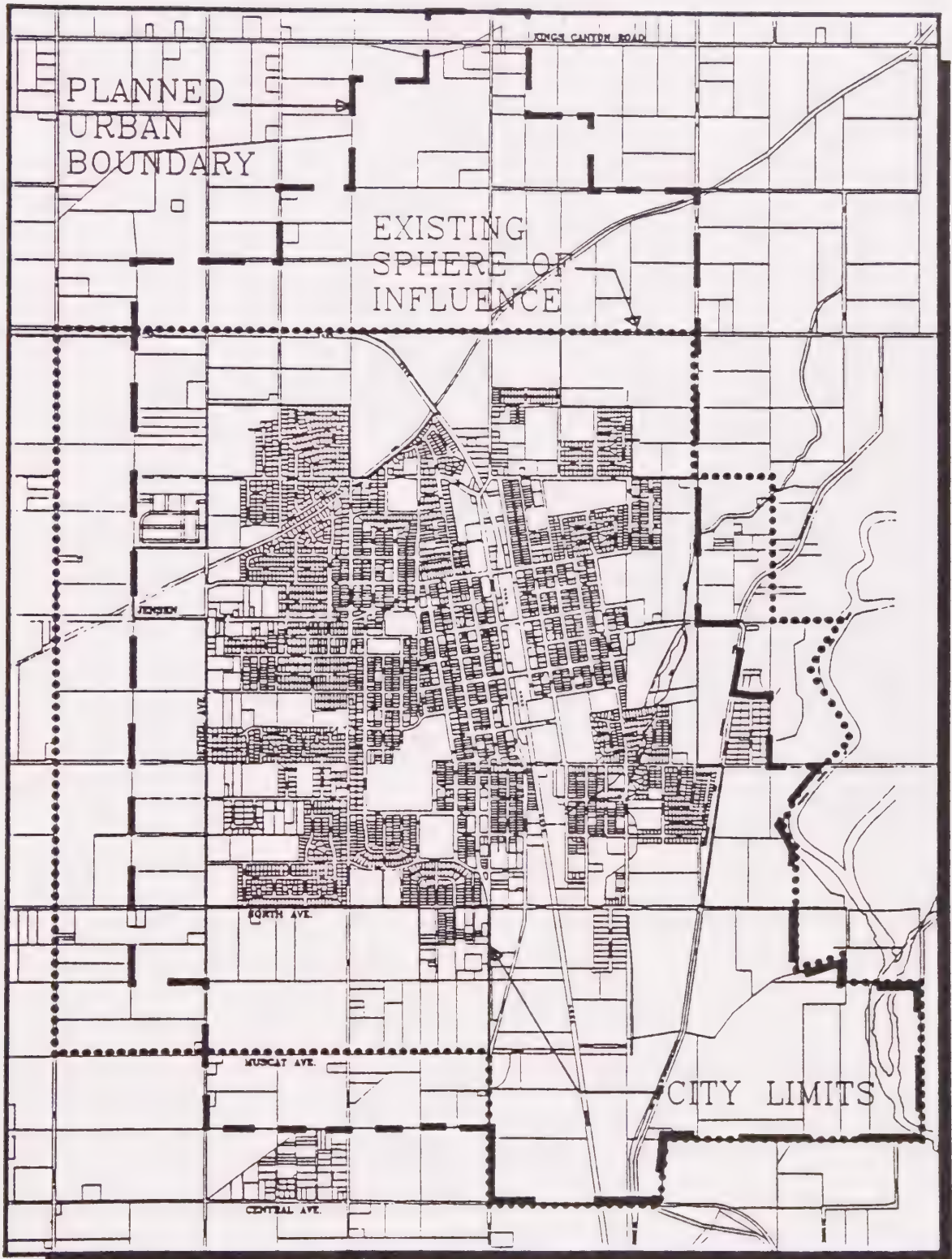
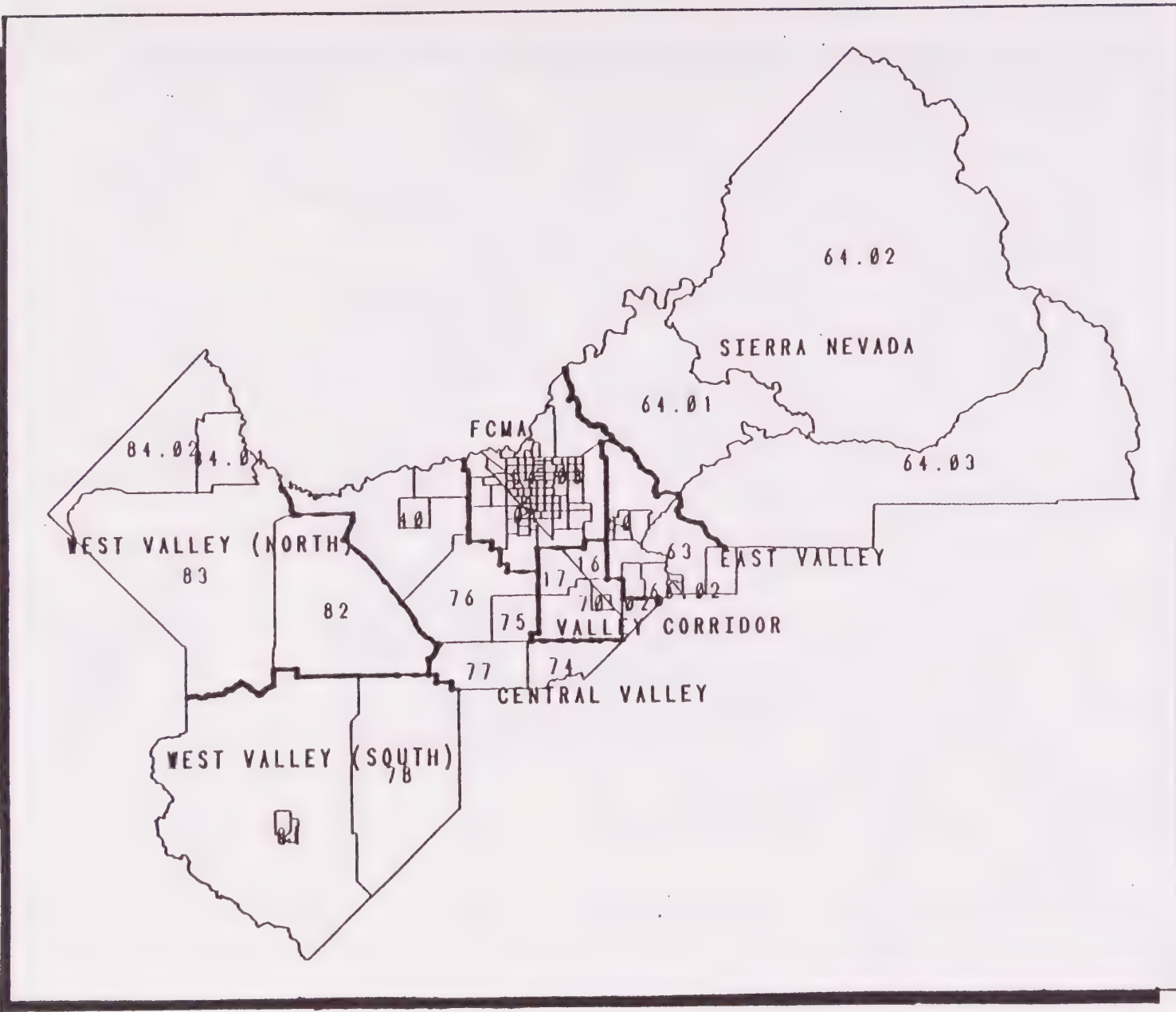
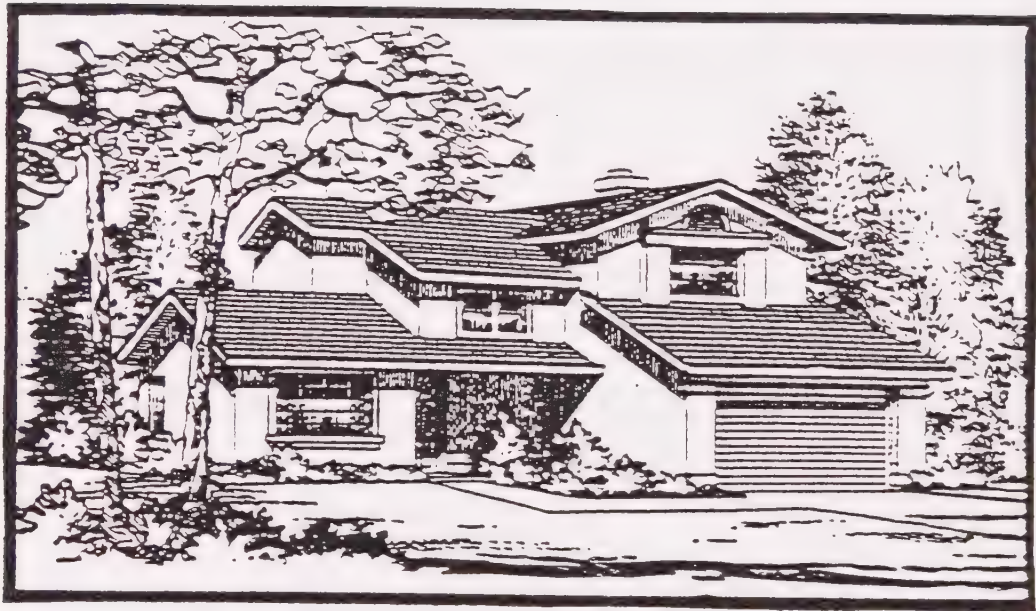


FIGURE 2
HOUSING MARKET AREAS





EVALUATION OF THE 1984 ELEMENT

Pursuant to Section 65588 of the Government Code, the City of Sanger has reviewed the 1984 Housing Element and has evaluated the success of its housing goals, objectives, and policies in contributing to the attainment of the State Housing Goal, the effectiveness of the Housing Element in attainment of the community's housing goals and objectives, and the progress of the City in implementation of the Housing Element. The Housing Element has been revised to reflect the results of this review. Appendix A contains a detailed evaluation of the 1984 Housing Element.

A. GOAL, OBJECTIVES, AND POLICIES

Only two of the seven primary goals of the 1984 Housing Element were achieved. These were GOAL II: To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and the environment in which it is located, and GOAL IV: To maintain and improve the quality of the existing housing stock.

GOAL I: To develop sufficient new housing to insure the availability of affordable housing for all households in the City of Sanger; GOAL III: To provide for a choice of housing locations for all residents; GOAL V: To promote equal access to safe and decent housing for all economic groups; and GOAL VI: To promote energy conservation activities were not accomplished or were only partially accomplished.

B. HOUSING PROGRAMS

The 1984 Housing Element contained 41 Housing programs in eight different action plans; only half of these programs were actually implemented, as described below.

<u>Action Plan- Provision of Adequate Sites</u>	6 Programs: 6 Implemented
<u>Action Plan- Assistance to Homeowners</u>	2 Programs; 0 Implemented
<u>Action Plan- Assistance to Renters</u>	5 Programs; 1 Implemented
<u>Action Plan- Rehabilitation and Conservation</u>	10 Programs; 5 Implemented
<u>Action Plan- Housing to Accommodate Special Needs</u>	6 Programs; 1 Implemented
<u>Action Plan- Removal of Government Constraints</u>	5 Programs; 5 Implemented

Action Plan- Removal of Non-Government Constraints 5 Programs; 2 Implemented

Action Plan- Promotion of Equal Housing Opportunity 2 Programs; 1 Implemented

C. DIFFERENCES BETWEEN PROJECTED NEED AND ACHIEVEMENT

The 1984 plan identified several types of Housing Needs, including a new construction need of 121 units per year and a homeowner assistance need of 32 units per year, a renter assistance need of 31 units a year, and various overlapping special needs. The provision of adequate new housing to address the new construction need was accomplished during the planning period. The provision of Homeowner assistance was not fully accomplished, nor was the provision of Renter assistance fully accomplished.

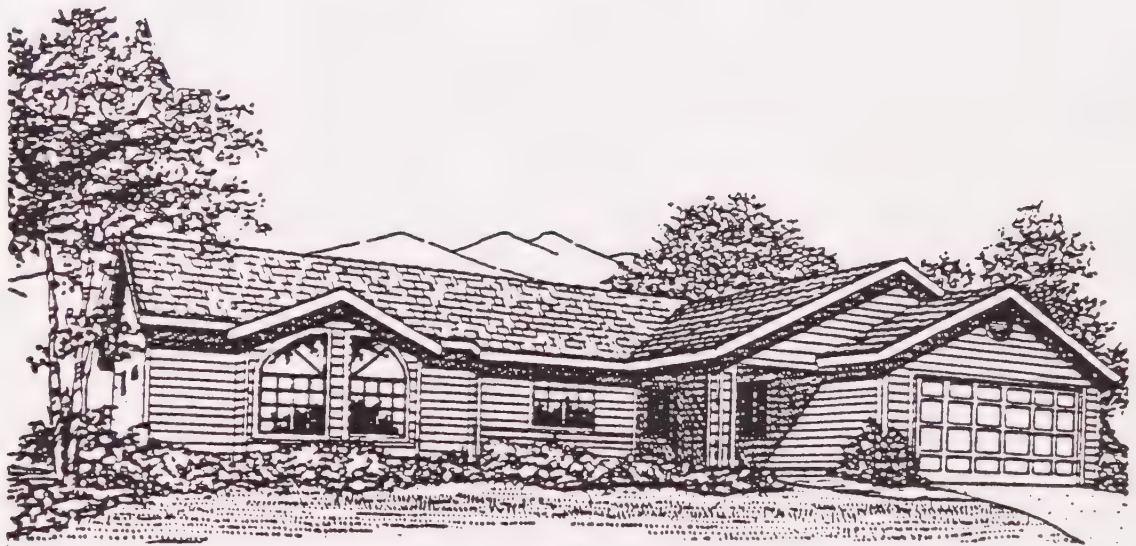
D. LESSONS TO BE INCORPORATED INTO THE 1991 ELEMENT

1. Cooperative programs which depend largely upon the involvement of other agencies were not generally successful. The 1984 Housing Element listed 17 programs which were to be a cooperative effort between the City and County; 15 of these programs did not succeed due to cut-backs in the County's level of involvement or funding shortfalls. This evaluation is not meant to place blame for the lack of success of any particular program but rather to identify weaknesses in City housing policy. The weakness in this case is over-reliance upon other agencies.

2. Vaguely worded programs which speak in generalities rather than specifics and programs loaded with buzz words and rhetoric are not generally successful because their intent is not readily apparent. The 1984 Housing Element contained at least 20 such policy statements and an additional six to eight programs of this type, none of which contributed in any measurable way to the attainment of Housing Goals.

3. The 1984 Housing Element attempted to address every aspect of the identified housing problems in the City even though available resources were not adequate to actually do something about every problem area. As a result, the Housing Element contained a substantial quantity of useless verbiage, and available resources were not focused on issues which could be addressed. The 1991 Housing Element will not attempt to address every problem, but rather will attempt to focus on issues which can be successfully addressed with available resources.

4. A difficulty encountered in the evaluation of the 1984 Housing Element was the lack of adequate records regarding the implementation of the goals, policies, objectives, and housing programs. The City has devoted a substantial amount of resources to the provision of housing assistance but has not kept good records of the results of those efforts, causing difficulty in precisely defining the success or failure of the Housing Element. Consequently, the 1991 update contains programs aimed at improving the record keeping system so that future Elements can be more precisely evaluated.



III

COMMUNITY PROFILE

The housing needs of the City of Sanger are determined by several characteristics of the community, including population, growth rate, ethnicity, household demographics, and economic conditions. In order to establish housing goals and policies, these characteristics must be identified. This section provides an overview of Sanger's recent growth in terms of population, housing, and economics which helps define the City's housing needs. Both the 1984 and 1990 editions of the Fresno Regional Housing Needs Determination Plan should be referenced for additional information.

A. SETTING

Sanger is a full-service General Law City located about 15 miles southeast of the City of Fresno on the bluffs of the Kings River. It was incorporated in 1911 with a population of about 2300 people; the 1990 Census lists the population at 16,839, making it the third largest city in Fresno County. Sanger has an area of about 2,775 acres and contains 4,918 dwelling units. In 1980, the population was 65.8% Hispanic; by 1990, that percentage had increased to 73.4%. Sanger's economy is largely dependent upon the surrounding agricultural activities, and is marked by a high unemployment rate, in excess of 20 percent. By means of a Redevelopment Agency, the City is attempting to diversify the City's economic base and create stable year-round jobs.

B. POPULATION AND POPULATION GROWTH TRENDS

Sanger's population has grown significantly since 1980, a trend which is expected to continue for several years into the future, probably beyond the 1996 target date of this Housing Element. The following discussion of population growth, growth rates, and projected population figures is provided to quantify these growth expectations as they relate to the need for housing.

Population 1920-1990

United States Bureau of the Census population data for each decennial census since 1920 including the 1990 census is presented in Table 1 for the City of Sanger. This represents all of the Census tabulations that have occurred since

the City incorporated in 1911. This table indicates that the city has increased steadily in size from a 1920 population of just 2,587 to its current population of about six times that size. Table 1 indicates that between 1980 and 1990, the population increased by 4,297 persons, an average growth rate of 3.4 percent.

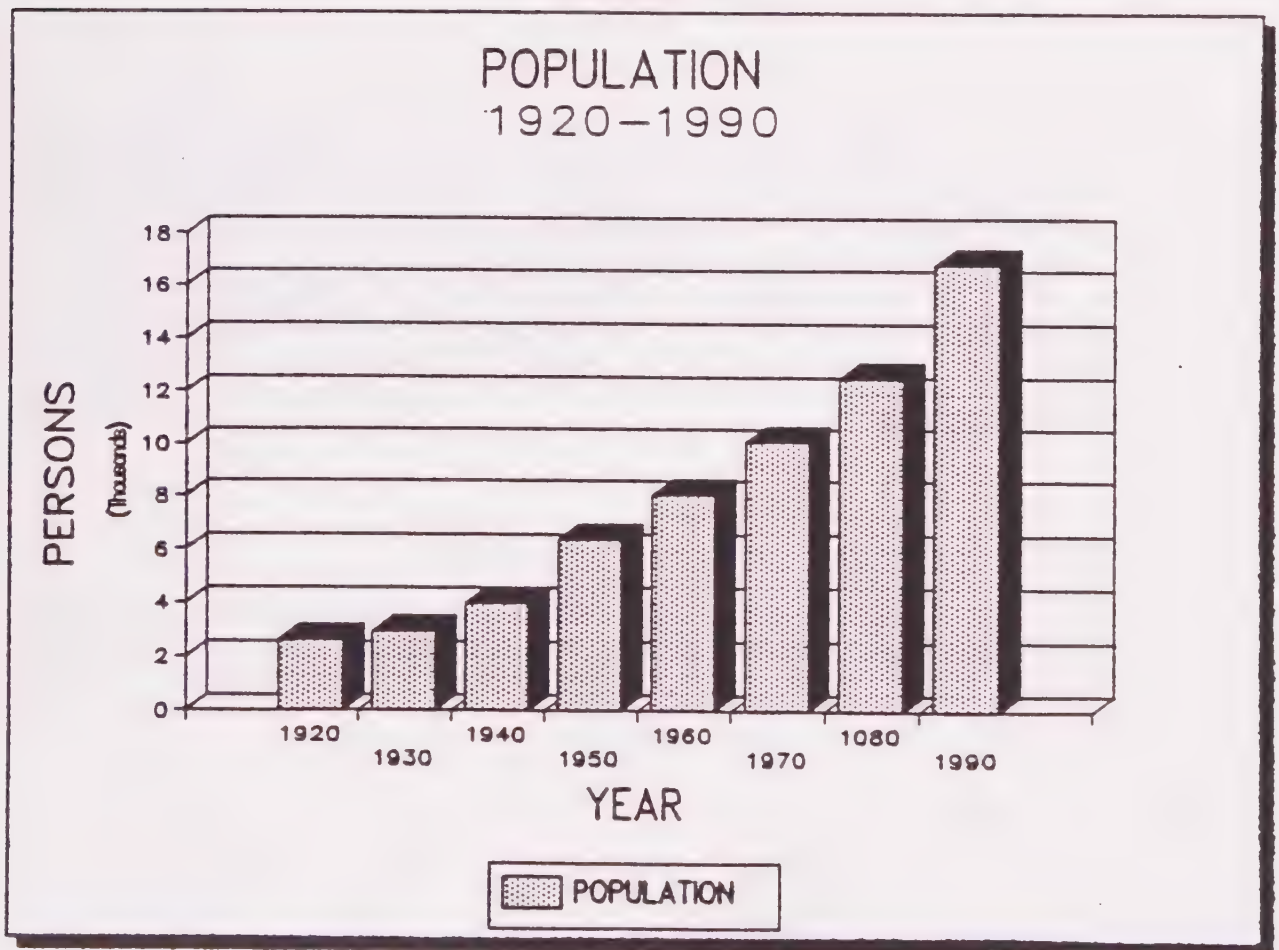
TABLE 1
POPULATION TRENDS 1920 - 1990

YEAR	1920	1930	1940	1950	1960	1970	1980	1990
POPULATION	2587	2967	4017	6400	8072	10088	12542	16839
GROWTH	---	380	1050	2383	1672	2016	2454	4297
GROWTH RATE	---	14.69%	35.39%	59.32%	26.32%	24.98%	24.33%	34.26%

SOURCE: U.S. Bureau of the Census

Figure 3 graphically presents the Census population data from Table 1, showing that the City's population has increased steadily from a 1920 level of 2,587 persons

FIGURE 3

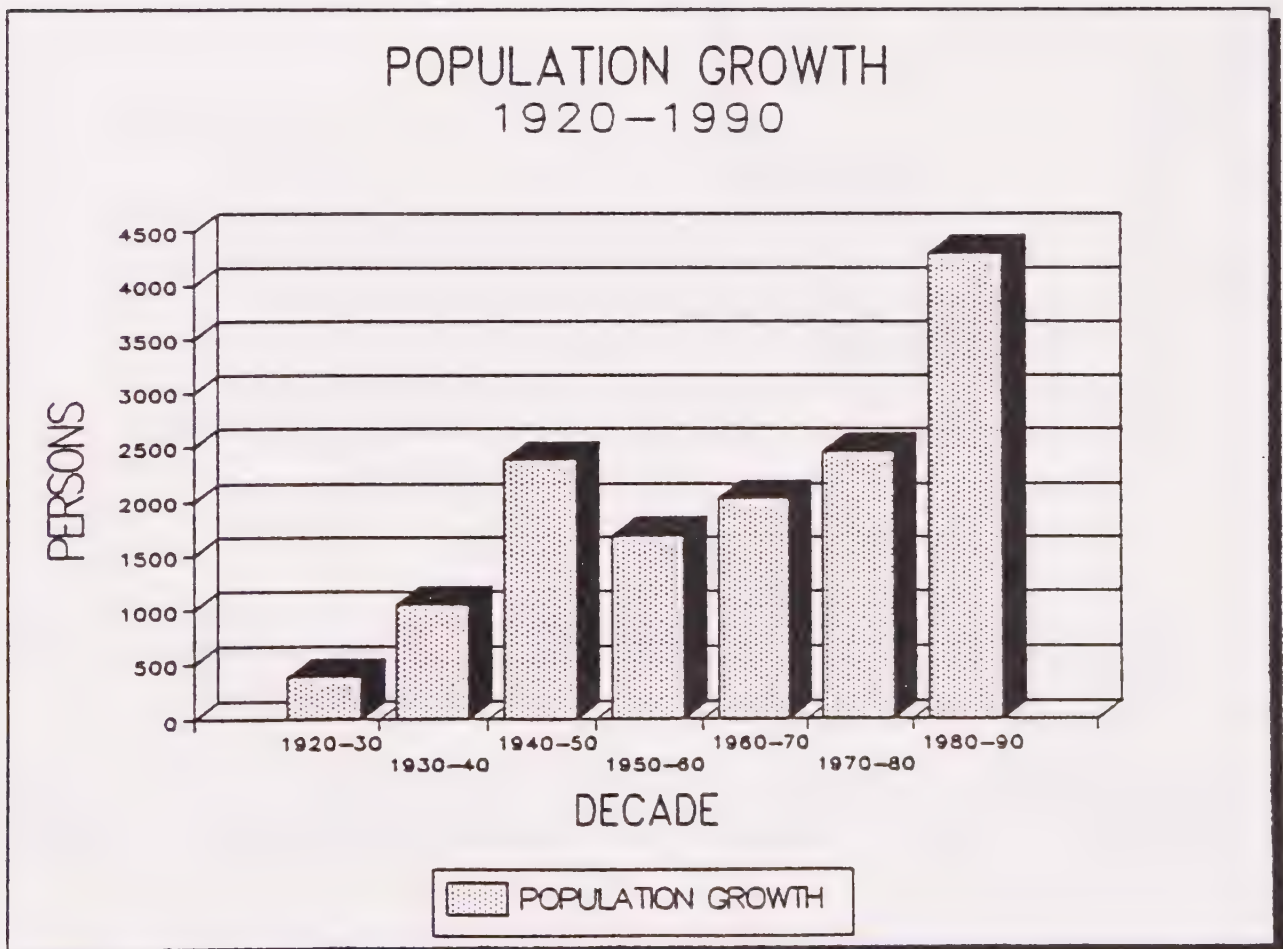


to the 1990 figure of 16,839. The first two decades of the city's existence saw only modest increases in population, from about 2300 in 1911 to 2967 in 1930, an average annual increase of only 35 people. The population grew much faster from 1940 to the present. This table indicates a steady increase in growth, but does not clearly identify the relative magnitude of that growth. It is necessary to chart the population growth data from Table 1 to understand the variations that have occurred in the population growth over the years, and to also examine the population growth rate data for the same period of time.

Population Growth 1920-1990

Figure 4 portrays the population growth data from Table 1, indicating that the City's growth in numbers of people has not been uniform during this time period. As indicated in the figure, two significant spikes have occurred in numerical growth, the first taking place in the post-war boom decade of 1940-1950 when 2,383 people were added to the City's population, and the second occurring in the most recent decade which saw an increase of 4,297 people. The size of the most recent spike compared to the modest growth of the preceding three decades indicates that a significant increase in the City's growth rate has occurred in recent years.

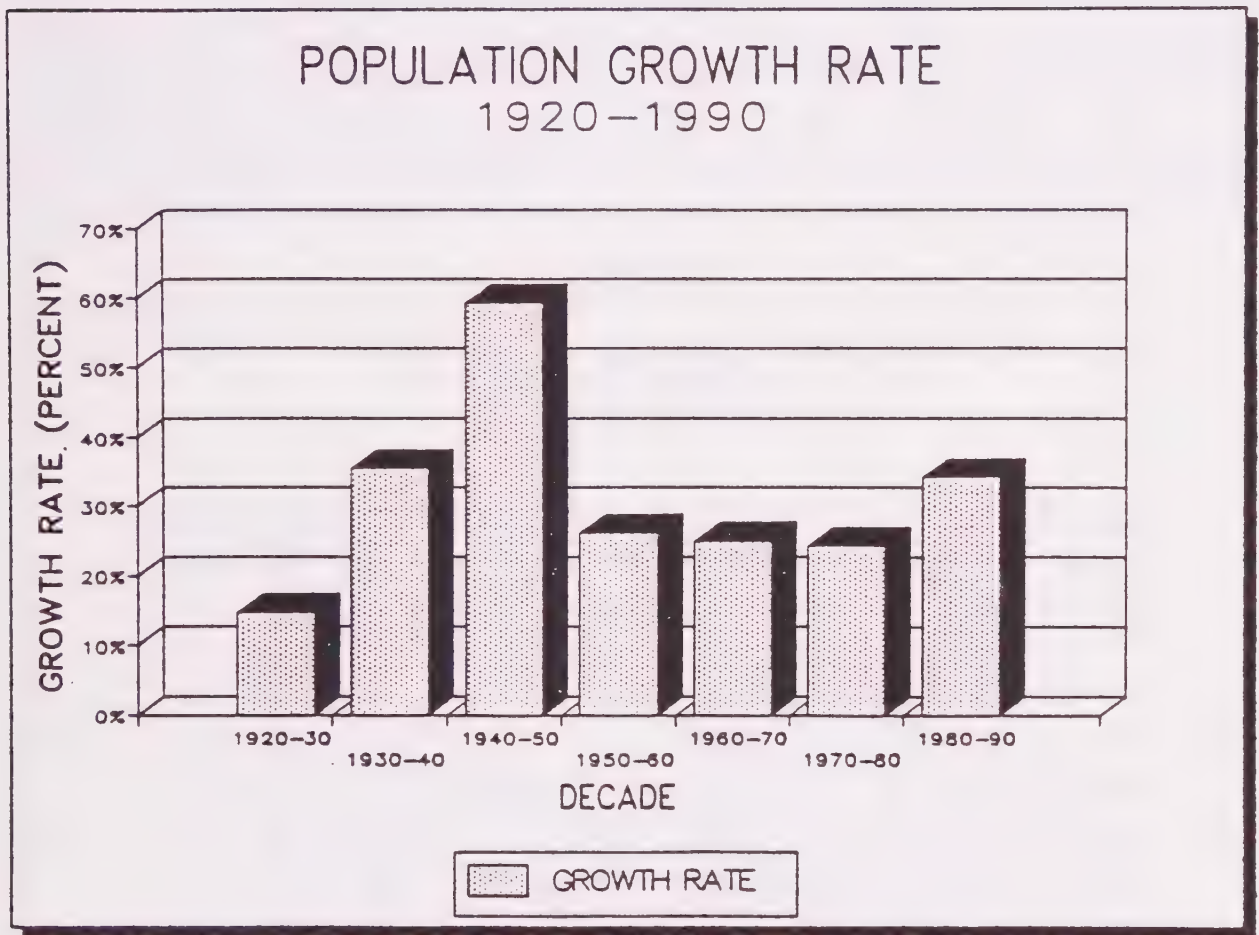
FIGURE 4



Population Growth Rate 1920-1990

The recent growth rate increase discussed above is identified in Figure 5 which graphically depicts the growth rate data from Table 1. This figure shows a very rapid growth rate of 59 percent for the 1940-1950 decade followed by three decades of gradually declining growth rates of 26, 25, and 24 percent. In contrast, the 1980-1990 growth rate of 34 percent is a full 10 percentage points higher than the rate of the preceding decade. Although not as impressive as the 59 percent rate recorded in 1940-50, it indicates that changes are occurring in the growth characteristics of the city.

FIGURE 5



Population Growth Rate 1980-1990

A more detailed examination of the changing growth characteristics of the city is accomplished by considering the population growth data for the last decade. Population growth trends for the past decade based on Census data for 1980 and 1990 and State Department of Finance estimates for the non-census years are presented in Table 2.

TABLE 2

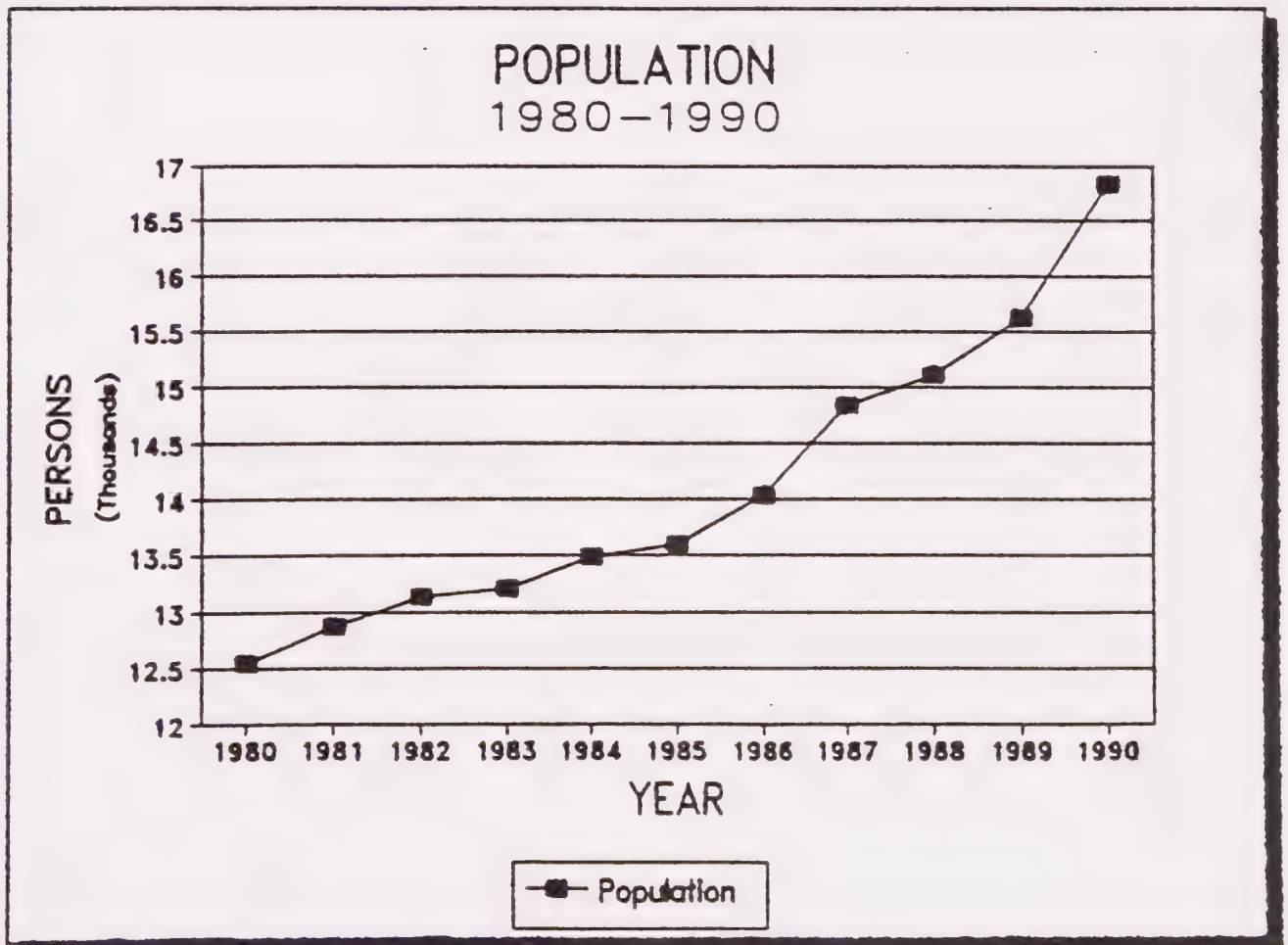
POPULATION TRENDS 1980 - 1990

YEAR	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
POPULATION	12542	12875	13129	13196	13486	13601	14033	14838	15112	15631	16893
GROWTH	--	333	154	69	288	115	432	805	274	519	1206
RATE	--	2.66%	1.97%	0.53%	2.18%	0.85%	3.18%	5.74%	1.85%	3.43%	7.73%

SOURCE: United States Bureau of the Census
State Department of Finance

Figure 6 graphically presents the State Department of Finance annual population estimates for the past decade in conjunction with U.S. Census data for 1980 and 1990, as set forth in Table 2.

FIGURE 6



An examination of this data indicates that the upswing in growth rates mentioned above has occurred most noticeably in the last five years. Sanger's population increased by 1,059 persons between 1980 and 1985, an average annual increase of 212 persons. Between 1985 and 1990, however, another 3,238 people were added to the city, an average annual increase of 648 people. That is over three times the growth rate that occurred during the first half of the decade.

Factors Effecting Future Growth Rates

At least three separate lines of reasoning indicate that the city's growth rate will continue to be strong for several more years. These include the strength of the regional real estate market, the amount of pending subdivision activity in the City, and the disparity between population growth and housing growth in the City.

Regional Real Estate Market

Fresno is one of the fastest growing large cities in the State with an increase of over 40% between 1980 and 1990. Clovis, although smaller, reported an even higher growth rate of 54% for the decade. These two cities set the pace for the regional real estate market. The continued strength of this real estate market coupled with Sanger's proximity to the larger urban area is beginning to create a "bedroom suburb" condition in Sanger where a small town lifestyle is available and housing is much less expensive than in the Fresno-Clovis urban area. As long as the Fresno-Clovis area continues to experience rapid growth, Sanger will present an attractive alternative to many home-seekers.

Pending Subdivision Activity

The second indicator is the large number of subdivision lots that have been tentatively approved in the City recently but not yet finalized. In addition to the 692 new housing units constructed in the City since 1985, one or more phases of seven tentative tract maps are still being processed. Upon completion, these maps will create at least 512 additional lots which will be available for development. Two of these subdivisions have been delayed by the County's cancellation of the revenue sharing agreement with the City which has prevented the annexation of new territory for the last three years. The housing units which will eventually be constructed on these lots could provide shelter for about 1700 people and increase the City's population to nearly 19,000 people.

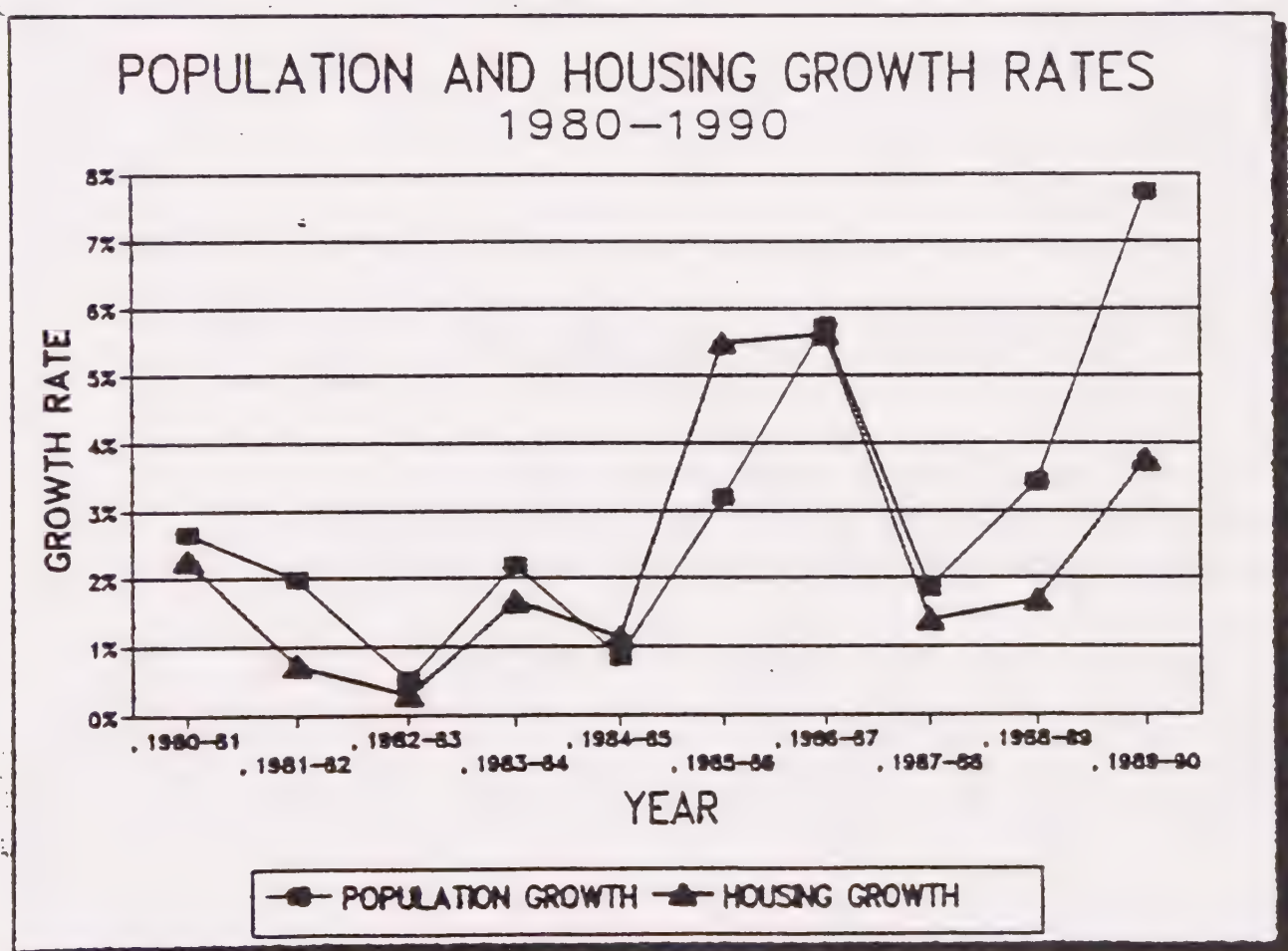
Population Growth vs. Housing Growth

The third indicator is the recent disparity between population and housing growth rates. As shown in Table 6, housing growth rates are increasing. However, the population growth rate has increased more rapidly than the housing growth rate for the past four years, as shown in Table 2. The disparity between the population and housing growth rates indicates that an as yet unsatisfied demand for housing exists in the City. Lacking a sufficient supply of new housing units, this demand has caused "doubling up" of individuals and families who would otherwise establish separate households. It has also caused a reduction of the number of vacant residential units. Due to this surplus demand for housing, population growth will continue even after other factors cease to cause growth. The magnitude of this surplus demand is such that in excess of 620 housing units

number of vacant residential units. Due to this surplus demand for housing, population growth will continue even after other factors cease to cause growth. The magnitude of this surplus demand is such that in excess of 620 housing units occupying over 100 acres of land could be absorbed by the present population.

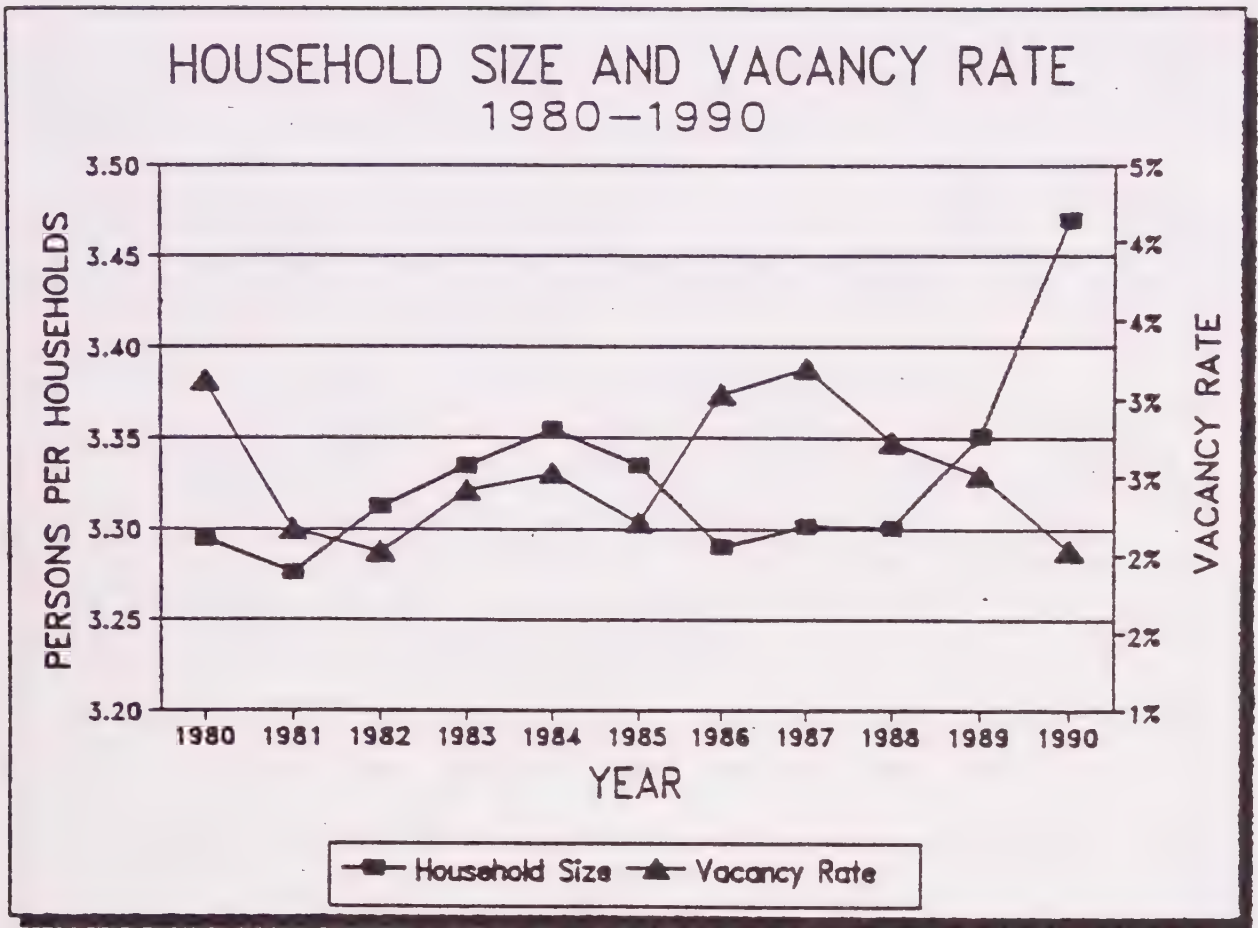
The relationship between population and housing growth rates is graphically represented in Figure 7. This figure indicates that although both population and housing stock are increasing, the population growth rate is much more rapid than the housing growth rate and has been increasing at a more rapid rate for the last four years.

FIGURE 7



An analysis of the relationship between household size and vacancy rates indicated in Figure 8 supports this conclusion. This figure compares household size changes between 1980 and 1990 to changes in the vacancy rate, using data presented in Table 12 below. It is apparent that the vacancy rate has steadily declined for the last four years to the 1990 rate of only 2%, substantially below a normal rate of five to six percent. Correspondingly, the household size has increased dramatically, supporting the contention that individuals and families are "doubling up" due in part to the lack of available housing.

FIGURE 8



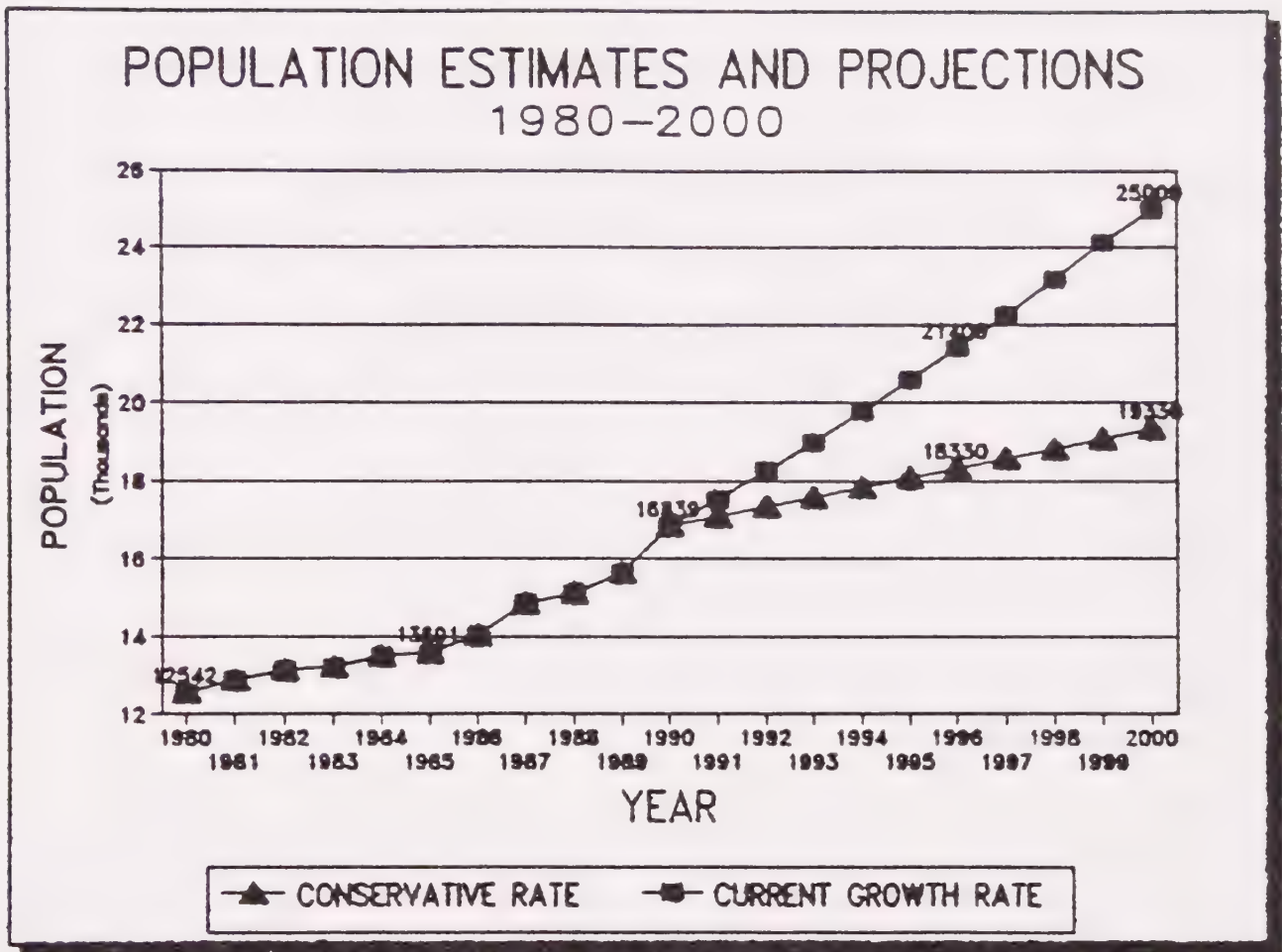
Population Projections

The factors discussed above indicate that a strong demand for new residential development now exists in Sanger and that such demand will likely continue for several years into the future. On this basis, it is not unreasonable to anticipate a continuation of an aggressive growth rate to the year 2000. Several different statistical factors are available for use as a basis for a projection, including the growth rate since 1980 and the growth rate since 1985. The average of these two rates was selected as the upper range of the expected population of the city.

Between 1980 and 1990, Sanger increased by an annual rate of about 3.4 percent. Since 1985, the average annual growth rate has been about 4.8%. The average of these two rates is 4.1 percent per year. At that rate, Sanger will reach a population of about 21,400 by 1996, and about 25,000 by the year 2000.

However, the Fresno Regional Housing Needs Determination Plan provides a somewhat more conservative population projection of 18,332 persons for 1996 which serves as the basis for the housing needs of the City addressed in this Housing Element. Figure 9 presents population data and population projections through the year 2000 for the City of Sanger.

FIGURE 9



C. ETHNICITY AND HISPANIC POPULATION

The recently released 1990 census data indicates that Sanger's population is largely composed of ethnic minorities. In addition, the population is also largely Hispanic. The term "Hispanic" represents all Spanish-speaking people rather than a single ethnic group, and contains people from Mexico and Central and South American countries as well other ethnic groups. Table 3 provides details of the ethnic composition of the entire population, and of the Hispanic and non-Hispanic components.

The overall ethnic composition of the City's population is about equally divided between white and "other" which includes Mexican, Central, and South American, with about three percent of the total population composed of Blacks, Asians, and Native Americans. The Hispanic and Non-Hispanic components of the population each contain about 4,000 Whites and much smaller numbers of Native Americans, Asians, and Blacks. The primary difference between the ethnicity of the two groups is the large "other" component of the Hispanic population which includes over 8,000 people compared to only 68 people in the non-Hispanic component. Nearly one third of Sanger's Hispanic population identified themselves as white in the 1990 Census and two thirds were classified as "other" ethnic origin which

includes Mexican and Central and South American. The remaining portion of the Hispanic population is made up of Native Americans, Blacks, Asians, and Pacific Islanders.

TABLE 3
ETHNICITY AND HISPANIC POPULATION

RACE	TOTAL POPULATION		NON HISPANIC		HISPANIC	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
White	8,033	47.7	4,061	88.9	3,972	32.4
Black	18	0.1	14	0.3	4	0.1
Native American	115	0.7	48	1.1	67	0.5
Asian, Pac. Is.	418	2.5	379	8.3	39	0.3
Other	8,255	49.0	68	1.5	8,187	66.7
Total	16,839	100.0	4,570	100.0	12,269	100.0

Source: U.S. Bureau of the Census, 1990

The magnitude of the increase in relative size of the Hispanic component of Sanger's population is a very significant feature of the 1990 Census data, the full implications of which are not yet known. In 1980, the City's population was 65.7 percent Hispanic. By 1990, the Hispanic component had increased in relative size to 72.8 percent of the population. Because the Hispanic population increased much more dramatically than the overall population, 93.5 percent of the City's total population growth between 1980 and 1990 was Hispanic. The non-Hispanic growth rate of 7.5 percent for the decade was less than the natural reproduction rate, implying that the City experienced a significant out-migration of non-Hispanics.

This phenomena was not limited to Sanger. As indicated in Table 4, every city in Fresno County experienced an increased proportion of Hispanic people between 1980 and 1990. The increases range in size from three to 15 percentage points. In 1980, only seven of the 15 cities in Fresno County had a Hispanic majority. By 1990, 11 of the 15 cities had a Hispanic majority. The population increase in six cities was more than 100% Hispanic, indicating that the non-Hispanic population has actually declined in numbers since 1980. The city of San Joaquin led this group with 153 percent of it's population growth being Hispanic. The population in six other cities ranged between 89% and 95% Hispanic. This indicates that an emigration of non-Hispanics from those cities also occurred between 1980 and 1990. Only Fresno, Coalinga, Kingsburg, and Clovis retain a non-Hispanic majority, but only in Fresno and Clovis was the Hispanic component of the population growth less than 50 percent. This discussion indicates that the cities of the county and probably the entire Valley are becoming increasingly Hispanic, and that non-Hispanics are actually leaving the smaller cities. Not yet known is the origin of the incoming Hispanics and the destination of the departing non-Hispanics. The

answers to these questions have significant housing implications due to the economic and demographic differences between the two groups.

TABLE 4
HISPANIC POPULATION GROWTH

CITY	1980 % HISPANIC	1990 % HISPANIC	1980-1990 % HISPANIC
CLOVIS	13.2	16.3	22.4
COALINGA	16.2	31.5	93.8
FIREBAUGH	69.7	80.6	139.8
FOWLER	48.3	58.4	93.7
FRESNO	23.6	29.8	39.7
HURON	91.3	96.4	103.5
KERMAN	37.3	52.6	94.9
KINGSBURG	23.8	31.4	50.0
MENDOTA	84.6	93.9	120.2
ORANGE COVE	72.1	86.0	121.4
PARLIER	90.4	97.0	100.8
REEDLEY	45.0	58.2	89.2
SANGER	65.7	72.8	93.5
SAN JOAQUIN	60.2	75.4	152.8
SELMA	49.4	61.2	95.0

Source: U.S. Bureau of the Census, 1990

D. EMPLOYMENT

One of the largest employment sectors in the County is agriculture. Fresno County is the leading agricultural county in the Nation and continually reaches record highs in gross value of farm receipts to retain this position. Total county employment in the agricultural sector numbered about 25,000 workers in 1980 and increased to 57,000 workers by 1987. Due to the rural nature of agricultural activities, most agricultural jobs are located in unincorporated parts of the County rather than in cities. However, very limited housing opportunities exist in the rural areas, causing most farm workers to look for housing in the various cities nearby. Housing for agricultural employees is a significant need in Sanger as it is in other parts of the East Valley Housing Market Area. The seasonal nature of agriculture operations dictates that a significant amount of this employment is seasonal in nature. Both permanent residents of the County and migratory farm workers are employed by these seasonal jobs. The seasonal influx of migrant workers creates a great demand for temporary housing which at times exceeds the available supply. The peak season in the East Valley Housing Market Area occurs during the summer months of June, July, and August. In 1981, nearly 1,700 seasonal farmworkers were employed each month of the peak season in the East Valley area.

Despite the prominence of agriculture in the County-wide employment picture, it is not the largest employer in Sanger. As indicated in Table 5, the agricultural sector was the second largest employer in Sanger accounting for 16.6 percent of

the jobs in the city. The manufacturing sector was the leading employer with 23.8 percent of the workforce. In addition to agriculture and manufacturing, the retail sales, education, and service industries employ a significant number of individuals. Table 5 indicates the number and percentage of persons employed in each sector in 1980 for Fresno County and the City of Sanger. Since socioeconomic and demographic data is not yet available from the 1990 Census, it is assumed that the percentages of employment in each sector have not changed. This information is graphically presented in Figure 10.

TABLE 5
1980 EMPLOYMENT BY INDUSTRY

INDUSTRY	SANGER	PERCENT	COUNTY	PERCENT
Agriculture	771	16.6	24,627	11.8
Construction	186	4.0	12,391	5.9
Manufacturing	1,105	23.8	24,400	11.6
Transportation	89	1.9	7,981	3.8
Communications, Utilities	136	2.9	5,786	2.8
Wholesale Trade	298	6.4	11,362	5.4
Retail Trade	632	13.6	34,874	16.6
Finance, Insurance, Real Estate	158	3.4	13,683	6.5
Business/Repair Services	102	2.2	8,588	4.1
Recreation/Entertainment	135	2.9	7,821	3.7
Health Services	210	4.5	14,981	7.2
Education Services	386	8.3	19,669	9.5
Other Professional Services	199	4.3	9,480	4.5
Public Administration	229	4.9	13,929	6.6
TOTAL	4,636	100.0	209,572	100.0

Source: U.S. Bureau of Census, 1980.

Employment Projections

Sanger is actively pursuing economic development within the community to provide stable year-round employment and to expand the City's economic base. The City has created a Redevelopment Agency to further these objectives. The increased employment resulting from economic development activity will attract residents to the City, creating a need for additional housing.

Unemployment

In 1980, a monthly average of 997 workers were out of work in Sanger, 17.7 percent of the workforce. By 1990, this had increased to 1,322 workers, about 20 percent of the labor force. The Fresno County unemployment rate was about 9.0 percent in 1980 and 10 percent in 1990, about half the rates experienced in Sanger. Sanger has traditionally experienced one of the highest unemployment rates in Fresno County.

FIGURE 10

SANGER EMPLOYMENT BY INDUSTRY 1980

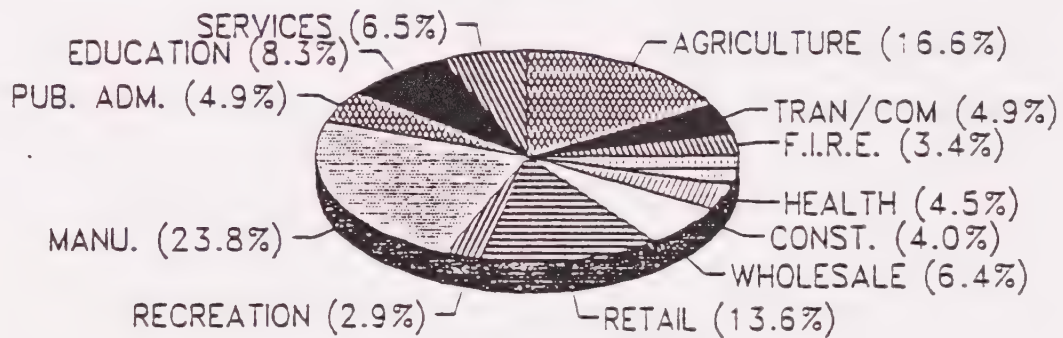


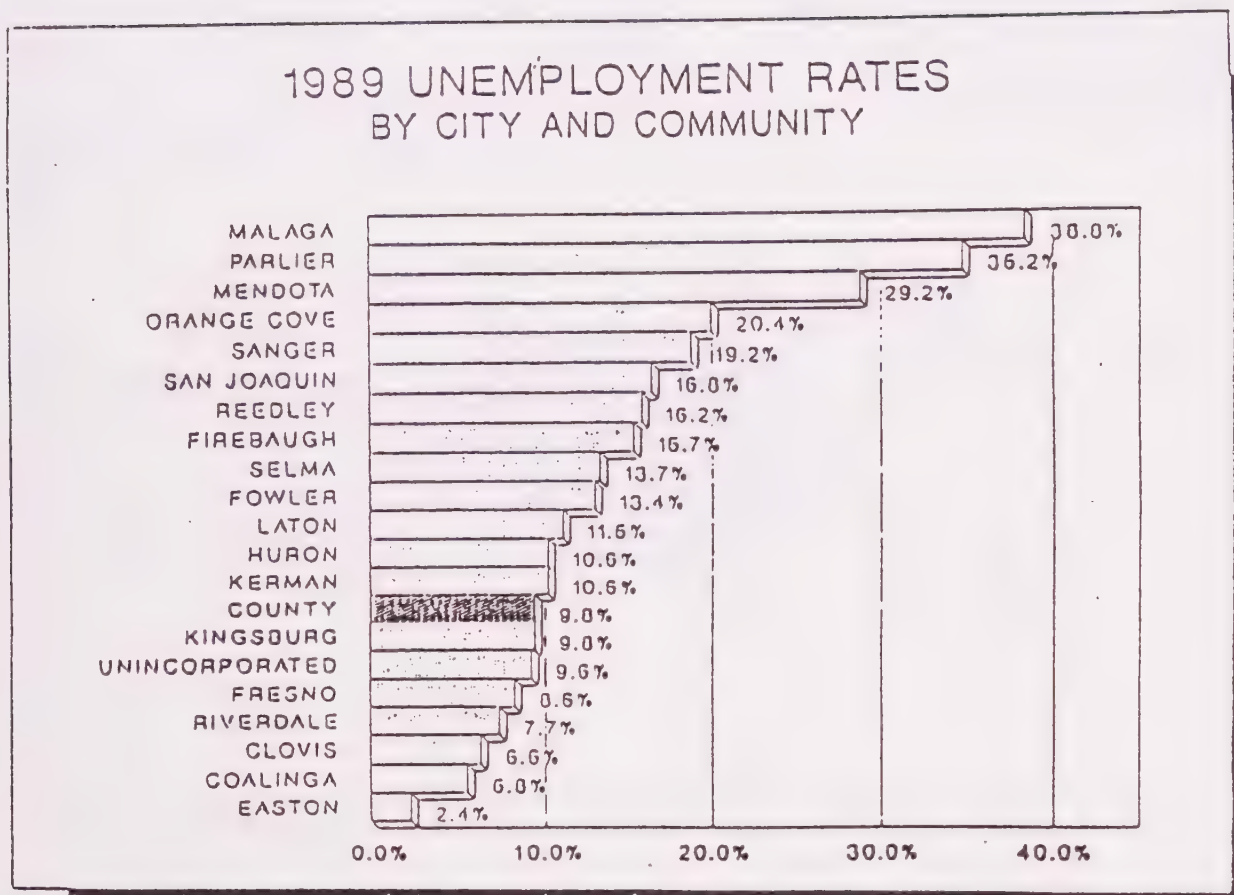
Figure 11 compares the unemployment rates of the 15 cities in the County, showing that only three cities had a higher rate in 1989. The unemployment rate in Fresno County averages nearly twice the rate of the State or Nation. To a great extent, these high rates are due to the seasonal nature of agriculture. The closure of Bailey's garment manufacturing factory in 1990 contributed largely to the continued high rate of unemployment in Sanger by putting over 300 people out of work.

E. HOUSEHOLD INCOME CHARACTERISTICS

Household income is probably the most significant single factor limiting housing choices. Income represents both purchasing power and the existence and growth of assets or savings. Three different measures of income are examined below as they relate to the ability of Sanger residents to obtain adequate housing. These measures are per capita personal income, median income, and HUD designated low and moderate income.

Per capita personal income is the total personal income in an area divided by the population of the area. Personal income, a component of the Gross National Product, is the total income paid to households prior to any allowance for personal taxes. Changes in personal income reflect changes in economic well being.

FIGURE 11



In 1987, per capita income in Fresno County was estimated at \$14,545. This figure is 93.9% of the nationwide figure of \$15,484 and 81.5% of the California figure of \$17,841. Per capita income in Sanger is generally lower than the County wide level.

Median income is the income level which divides the income distribution into two equal groups, one group having incomes above the median and the other having income below the median. Median family income is different from median household income. The first indicates income for those households containing two or more related individuals, i.e. families, and the second denotes income of all households, including persons living alone or with unrelated individuals. Median family income is usually higher than median household income. The HUD definition of lower and moderate income levels for all jurisdictions in the County is based on the Countywide median income, which in 1990 was established as \$31,900 for a family of four.

An income of less than 80 percent of the median, adjusted for family size, is classified by the U.S. Department of Housing and Urban Development as being "Lower Income". An income of less than 50 percent of the median income, also adjusted for family size, is defined as being "Very Low Income". Moderate income

is defined as being between 80 and 120 percent of the median income. The income groups established by these definitions -very low, other low, moderate, and above moderate- provide the basis for defining the need for housing assistance. Table 6 lists the income levels for various family sizes which mark the upper limit of each income group. The number of households in each income group in Sanger is presented in Table 11. The number of households in each income group needing housing assistance is given in Table 12.

TABLE 6
FRESNO COUNTY FAMILY INCOME, 1990

INCOME GROUPS	PERSONS PER FAMILY							
	1	2	3	4	5	6	7	8
Very Low ¹	\$11150	\$12750	\$14350	\$15950	\$17250	\$18500	\$19800	\$21050
Other Low ²	\$17850	\$20400	\$22950	\$25500	\$27100	\$28700	\$30300	\$31900
Median ³	\$22350	\$25500	\$28700	\$31900	\$33900	\$35900	\$37900	\$39900
Moderate ⁴	\$26800	\$30600	\$34450	\$38300	\$40650	\$43050	\$45450	\$47850

1 Very Low Income not exceeding 50 percent of the median family income of the County.

2 Other Lower Income between 50 and 80 percent of the median family income of the County.

3 Fresno County median family income is \$31,900 for a family of four.

4 Moderate Income between 80 and 120 percent of the median family income of the County.

Source: U.S. Department of Housing and Urban Development

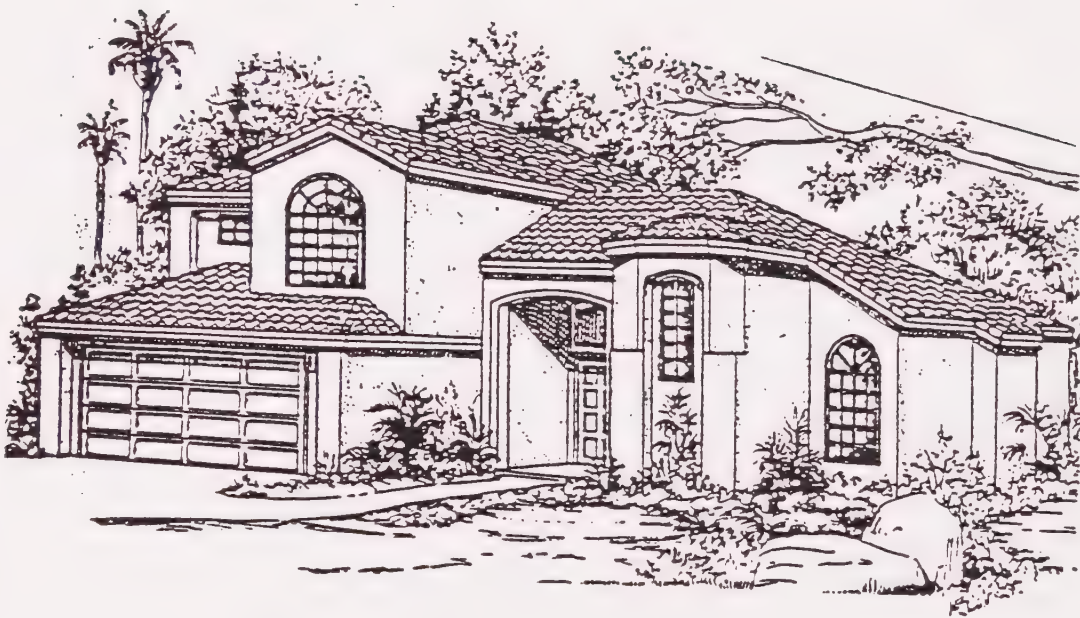
F. JOBS/HOUSING BALANCE

The environmental effects of rapid growth and development have led to an increased concern in recent years with the spatial relationship between jobs and housing for holders of those jobs, often referred to as the "jobs/housing balance". A community is generally considered to be "balanced" when the ratio of jobs to housing units approaches unity (1:1). Such a ratio would be reflective of a community in which most jobs were filled by local residents and where commuting occurs within, rather than across, community boundaries. The degree to which this balance is achieved is a function of the number of jobs in the community actually filled by residents of the community, and conversely, the number of workers able to obtain housing in the community.

Sanger's Redevelopment Agency actively promotes a local jobs/housing balance by striving to create jobs for Sanger residents; many Development Agreements with businesses assisted by the Agency require that a portion of the jobs created by the business be filled by Sanger residents. It appears that the tight housing market in Sanger described above may work against the achievement of a local jobs/housing balance by making it difficult for local job-holders to obtain local

housing. In 1980, the Sanger workforce consisted of 4,636 employed persons, compared to the 3,884 dwelling units in existence at the time, for a ratio of 1.17. Projecting a 34 percent increase in local employment between 1980 and 1990 to match the population growth yields an estimated 6,212 local jobs, compared to 4,918 housing units, a ratio of 1.26. It appears that the jobs to housing ratio has actually shifted away from unity in the last 10 years. About 1300 additional dwelling units would be required to achieve a perfect balance between jobs and housing in which all local jobs were filled by a Sanger residents.

Legislation has recently been enacted which directs the State Department of Housing and Community Development to prepare a jobs/housing balance guidebook by December, 1992. This document will assist local jurisdictions in developing land use policies aimed at improving the ratio of jobs to housing in close proximity to employment.



Type of Unit

An examination of census data provides insight into the changing demand for different types of dwelling units within the City. The three basic types of housing units for which data are presented are: single-family detached units, multiple-family units which range in size from duplexes to large apartment developments containing many units, and mobile homes.

Although the predominant type of dwelling unit continues to be the conventional single-family residence, its prominence has been steadily declining. Single-family units in Fresno County fell from 83 percent of the total housing stock in 1970 to 76 percent in 1980. Statewide trends indicate a similar decline due primarily to an increased market share of lower-priced mobile homes and rental apartment units. Although Census Data for 1990 is not available, Department Of Finance estimates project that a similar trend occurred in the 1980s. The Housing Survey conducted by the City of Sanger in conjunction with the preparation of this Housing Element confirms that projection within the City of Sanger; single family dwellings now constitute about 70% of the city's total housing stock.

Comparison of the growth rates of the three dwelling types in Sanger as presented in Table 8 further illustrates the change in dwelling type. From 1970 to 1980, single-family dwellings increased by only 10.7 percent while multiple-family units and mobile homes experienced significantly higher increases of 172.2 and 2,950 percent respectively. From 1980 to 1990, single-family dwellings increased by only 21.8 percent while multiple-family units and mobile homes experienced significantly higher increases of 39.9 and 30 percent respectively.

TABLE 8
TOTAL DWELLING UNITS BY TYPE OF STRUCTURE

Dwelling Type	1970		1980		1990		% Increase 1970-1980	% Increase 1980-1990
	Units	Percent	Units	Percent	Units	Percent		
Single-Family	2,586	87.9	2,862	73.7	3,485	70.0	10.7	21.8
Multi-Family	353	12.0	961	24.7	1,345	28.0	172.2	39.9
Mobile Homes	2	0.1	61	1.6	88	2.0	2,950.0	30.0
Total units	2,941	100.0	3,884	100.0	4,916	100.0	32.1	21.0

Source: U.S. Bureau of Census 1970, 1980 and 1990.

The proportion of the City's housing supply comprised of multiple-family units has steadily increased from 12.0 percent of the total supply in 1970 to 24.7 percent in 1980 and is estimated at 28.0 percent 1990. The number of mobile homes has traditionally been relatively small in comparison to single and multi-family residential structures and has remained a small portion of the total housing stock from 1980 to 1990. The modest increase in the number of mobile

homes suggests that this component of the housing stock will not become significant in the coming years.

Pending Subdivision Activity

Table 9 lists the Tentative Tract Maps which are currently being processed or are being held up by the City's inability to annex new territory. As discussed earlier, finalization of these subdivisions will create 512 new lots. The ratio of single family to multi-family units allowable on these lots will be 79.9 percent single family compared to 20.1 percent multi-family residential use. This is a significantly greater proportion of single family units than has been developed in the City recently.

TABLE 9
SUBDIVISION ACTIVITY

Tract Number	3812	4080	4111	4047	4264	4341	4423	TOTAL
Proposed Lots	40	129	125	73	10	61	129	567
Approved Lots	0	32	23	0	0	0	0	55
Pending Lots	40	97	102	73	10	61	129	512

Source: Sanger Development Services Department, 1991

B. HOUSEHOLD CHARACTERISTICS

Before current housing problems can be understood and future needs anticipated, housing occupancy characteristics must be identified. An analysis of household size, household growth, tenure, and vacancy trends complements the previous analysis of population and housing characteristics during the same time period.

Households

The household is the basic unit of housing occupancy, commonly measured as the number of occupied dwelling units. A household is frequently a family unit, but may consist of more than one family or of unrelated individuals, or of a combination of families and unrelated individuals. A review of available Census data indicates that Sanger's households increased by 1,055 during the period 1980-1990, a 28 percent increase, while the population of the city increased by 34 percent, leading to an increase in household size.

Household Size

Both Sanger and Fresno County experienced an increase in average household size during the 1980's. Sanger went from an average household size of 3.29 persons in 1980 to 3.47 persons per household in 1990, a 5.1 percent increase. Fresno County household size increased 1.0 percent from 2.82 persons per household in

1980 to 2.85 persons per household in 1990. The statewide average household size increased from 2.68 persons in 1980 to 2.73 persons in 1990, a 1.8 percent increase.

Sanger's household size increase can be attributed to four factors. First, Sanger has a large Hispanic population which tends to traditionally have larger families. Second, the recent increase in Hispanic immigration to valley communities has introduced new large families to the City. Third, larger than average household size is a common characteristic in agricultural areas. Finally, the lack of sufficient housing units in the city has caused some "doubling up" of individuals and families, as discussed above. Table 10 presents household size data for 1970, 1980, and 1990.

TABLE 10
AVERAGE NUMBER OF PERSONS PER HOUSEHOLD

Jurisdiction	1970	1980	1990	Change 70-80	Change 80-90
California	2.95	2.68	2.73	-9.2%	+1.8%
Fresno County	3.20	2.82	2.85	-11.8%	+1.0%
Sanger	3.50	3.29	3.47	-5.5%	+5.1%

Source: U.S. Bureau of Census 1970, 1980, 1990.

Housing Tenure

Homeownership within the City of Sanger decreased by less than one percent during the 1970-1980 decade. Since census demographic data is not yet available for 1990 to indicate whether this decline continued into the 1980-1990 decade it is assumed that a similar one percent decline occurred as indicated in Table 11.

TABLE 11
HOUSEHOLD TENURE BY INCOME GROUP

INCOME GROUPS	1980			1990			1996		
	OWNER	RENTER	TOTAL	OWNER	RENTER	TOTAL	OWNER	RENTER	TOTAL
Very Low	327	629	956	419	761	1180	480	875	1355
Other Low	467	237	704	597	308	905	686	355	1041
Moderate	582	392	974	745	444	1189	858	500	1358
Above Moderate	964	164	1128	1234	310	1544	1406	355	1761
Total	2340	1422	3762	2997	1821	4818	3430	2085	5515

Source: Bureau of Census, 1980, 1990

Vacancy Rates

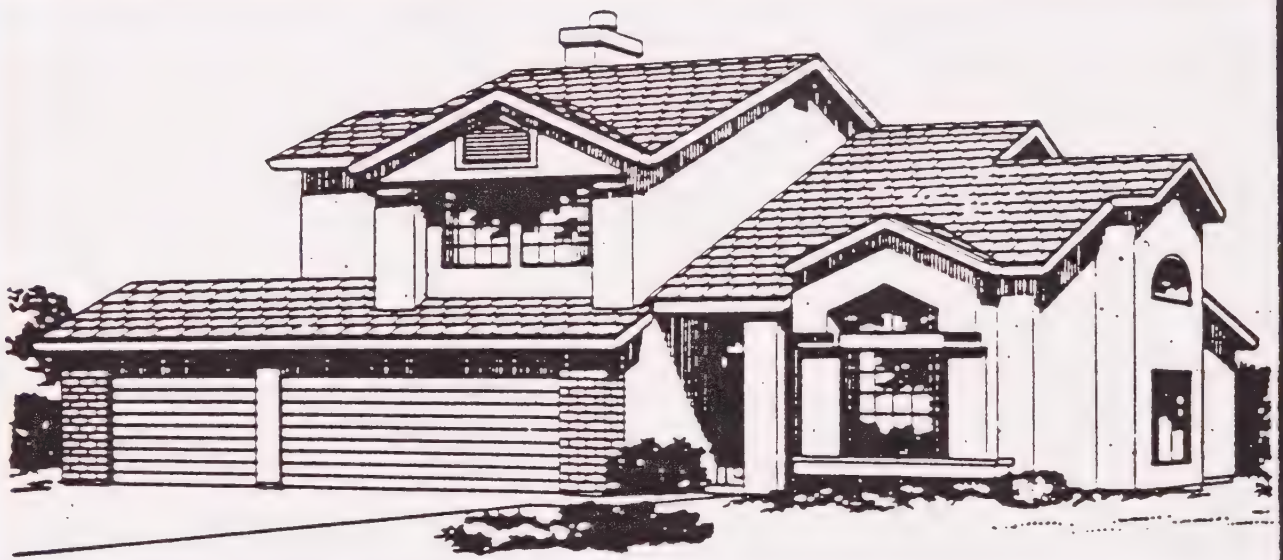
The vacancy rate is a measure of the general availability of housing. It also indicates how well the type of units available meet the current housing market demand. A low vacancy rate suggests that families may have difficulty finding housing within their price range; a high vacancy rate may indicate either the existence of deficient units undesirable for occupancy, or an oversupply of housing units. A vacancy rate of about two percent is generally considered normal for owner units (vacant for sale) and a rate of about six percent is normal for renter units (vacant for rent).

The 1990 Census indicates that Sanger has an overall 2.0 percent vacancy rate. Data is not yet available to identify the vacancy rate by tenure. In 1980, the vacant for sale rate was only 1.1 percent and the vacant for rent rate was 4.6 percent. Both of these figures are well below the normal rate for the category. The overall vacancy rate in 1980 was 3.1 percent, with a total of 121 units being vacant. Only 100 units were vacant in 1990. The previously discussed relationship between vacancy rate and household size indicates that the declining vacancy rate is largely the result of an insufficient supply of housing units. To achieve a normal overall vacancy rate of five to six percent, at least 200 more housing units are needed for the city's current population, raising the number of dwelling units in the city to about 5100.

At-Risk Subsidized Units

State law, in Chapter 1451, Statutes of 1989, requires the Housing Element to contain by January 1, 1992, an analysis of the possible conversion of existing Federal or State assisted housing to non-low-income housing during the next 10 year period. A survey of such units was conducted leading to the determination that there are no subsidized units in the City that are due to revert to market rate within the next ten years.

This survey consisted of a perusal of The Inventory of Federally Subsidized Low-Income Rental Units At Risk of Conversion, which does not list any such units in Sanger. In addition, City records of housing units assisted with Redevelopment Agency funds revealed that none of those units were at risk. Also, several home builders who have constructed subsidized units in Sanger were contacted, indicating that no at risk units exist within their inventories. Finally, the Housing Authority was contacted regarding the at-risk status of units under their control, with the same result.



V

HOUSING NEEDS

A. EXISTING HOUSING NEEDS

Like most other areas of the State, Sanger's goal of providing a decent home and suitable living environment for every family has not yet been achieved. The following analysis of current housing conditions documents the City's housing need relative to various segments of the population. Housing need is a complex issue, consisting of at least three major components: housing affordability, housing quality, and housing quantity. In addition, certain segments of the population have traditionally experienced unusual difficulty in obtaining adequate housing. Those unusual difficulties experienced by the elderly, the handicapped, the female heads of household, the large family, and farm workers are discussed as special housing needs in this section.

Housing Affordability

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to expand housing opportunities to all economic segments of the community. A primary state goal is the provision of a decent home and a satisfying environment that is affordable. The private sector generally responds to the majority of the community's housing needs through the production of market-rate housing. There are many components involved in housing costs. Some of these factors can be controlled at the local level, others cannot. It is a primary goal of the City of Sanger to adopt local policies and procedures which do not unnecessarily add to already escalating housing costs while at the same time providing the funding needed to operate the City government and provide required services to residents. Some of the effects of increased housing costs include the following:

-Declining Rate of Homeownership: As housing prices and financing rates climb, fewer people can afford to purchase homes. Moderate income households who traditionally purchased homes are now in competition with less advantaged households for rental housing. This can be expected to result in lower vacancy rates for apartment units and higher rents.

-Overpayment: The cost of housing eventually causes fixed-income, elderly and lower income families to use a disproportionate percentage of their income for housing. This causes a series of other financial problems often resulting in a deteriorating housing stock because the costs of maintenance must be sacrificed for more immediate expenses (e.g., food, clothing, medical care, and utilities).

-Overcrowding: As housing prices climb, lower income households must be satisfied with less house for the available money. This can result in overcrowding which places a strain on physical facilities, does not provide a satisfying living environment, and eventually causes conditions which contribute to both deterioration of the housing stock and neighborhoods. Buying a new home has become difficult for many families, particularly first-time home buyers.

The average selling price for an existing home in Sanger rose from \$67,308 in 1979 and \$69,500 in 1982 to about \$87,000 in 1990, an increase of about 27 percent. The average household earning \$31,900 per year can theoretically afford a monthly house payment of \$664, an amount considerably short of the \$764 payment required a medium-priced home financed at 10 percent interest.

The magnitude of the affordability problem is discussed extensively in Volume I, Fresno Regional Housing Needs Determination Plan, 1984. The definition of housing assistance "need" is those homeowners and renters who are paying more than 25 percent of their gross household income for shelter. Volume I has presented information on the number of households in need of housing assistance by grouping Sanger's households into four household income including very low, other low, moderate, and above moderate income. Table 12 indicates the numbers of households in each income group which are in need of housing assistance. The information for 1990 and 1996 is extrapolated from 1980 percentages. Although several above-moderate income households are listed as spending more than 25 percent of their gross household income on housing, it seems obvious that their need for assistance is not as great as is the need of low income households which are over-spending on housing.

TABLE 12
HOUSEHOLDS SPENDING OVER 25% OF INCOME FOR HOUSING

INCOME GROUPS	1980			1990			1996		
	OWNER	RENTER	TOTAL	OWNER	RENTER	TOTAL	OWNER	RENTER	TOTAL
Very Low ¹	155	503	653	199	644	843	223	700	928
Other Low ²	125	102	227	160	131	291	184	153	337
Moderate ³	49	21	70	63	27	90	72	27	99
Above Moderate ⁴	34	1	35	43	1	44	50	2	52
Total	363	627	990	465	803	1268	534	882	1416

1 Very Low Income not exceeding 50 percent of the median family income of the County.

2 Other Lower Income between 50 and 80 percent of the median family income of the County.

3 Moderate Income between 80 and 120 percent of the median family income of the County.

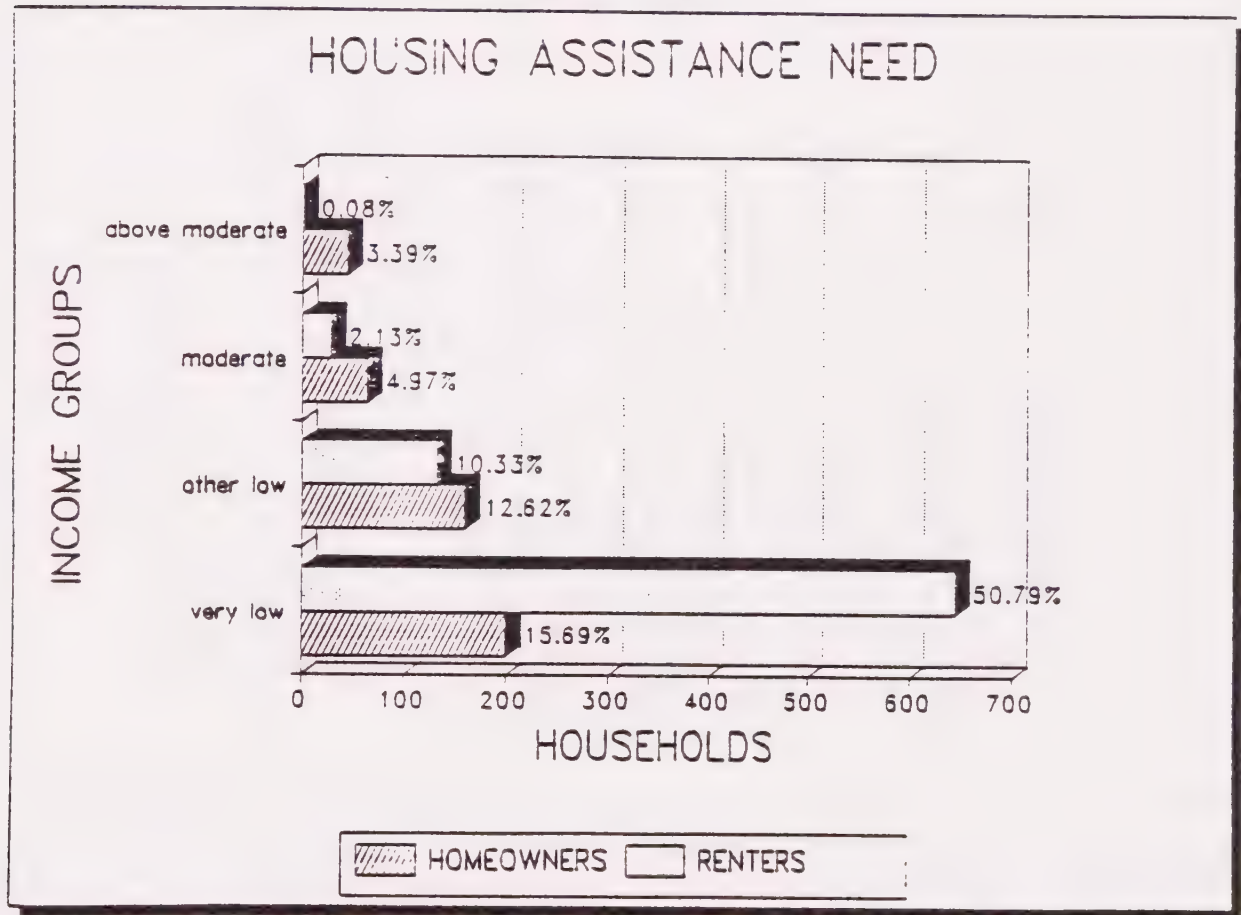
4 Above Moderate Income above 120 percent of the median family income of the County.

Source: Volume I, 1984 Fresno Regional Housing Needs Determination Plan.

Table 12 illustrates that overpaying for housing is primarily a problem among low and very low income households, with renter households being nearly twice as

likely to be overpaying than homeowner households of the same income group. Overall, 26.3 percent of Sanger's households are paying over 25 percent of their gross income for housing. This includes 15.5 percent of all homeowner households and 44.1 percent of all renter households. Eighty percent of all very low income renter households are overpaying. Over half of all households overpaying for housing are in this category. Table 12 also indicates that relatively few moderate and above moderate income households, either renters or owners, are overpaying for housing. This implies that those households generally are able to obtain affordable housing in Sanger with resources already at their disposal. It is probably not a cost-effective policy to focus the limited resources of the City on the affordability of housing needs of those income groups.

FIGURE 12



Several existing programs address the affordability of housing in Sanger. The Housing Authorities of the City and County of Fresno are a single agency responsible for the development and maintenance of public housing. At present, the Housing Authority is providing the following housing assistance in the city of Sanger:

Senior Citizen Public Housing Units (Jensen Avenue)	- 64
Other Public Housing Units (4th Street)	- 35
Conventional Public Housing Units (various)	- 35
<u>Section 8 Certificates</u>	<u>- 191</u>
Total	- 325

Age of Housing Stock

Sanger was incorporated as a City 80 years ago in 1911 and had existed as a community for several years before that date. At the time of incorporation, Sanger contained about 750 dwelling units. Some of those original units still remain in the City, along with many other older units which were constructed shortly thereafter. By 1980, 513 dwelling units existed in the City which had been constructed prior to 1939, making them 40 or more years old. Census data on the age of housing stock in 1980, extrapolated to 1990, is presented in Table 13. This table indicates that homeowners are more likely than renter households to occupy an older dwelling, due primarily to the much greater incidence of owner-occupancy of dwellings built between 1950 and 1959 which were 31 to 40 years old in 1990.

TABLE 13

AGE OF HOUSING STOCK, 1990 (Estimated)

Year Built	Age of Unit	Owner Occ.	Renter Occ.	Total Occ.	Total Units
Pre-1939	50 years +	334 (11.1%)	167 (9.2%)	501 (10.4%)	513 (10.4%)
1940-1949	41 - 50	299 (10.0%)	201 (11.0%)	500 (10.4%)	512 (10.4%)
1950-1959	31 - 40	619 (20.7%)	179 (9.8%)	798 (16.6%)	801 (16.3%)
1960-1969	21 - 30	532 (17.8%)	459 (25.2%)	991 (20.6%)	1028 (20.9%)
1970-1979	11 - 20	556 (18.6%)	417 (22.9%)	973 (20.2%)	1030 (20.9%)
1980-1989**	1 - 10	657 (21.9%)	398 (21.9%)	1055 (21.9%)	1034 (21.0%)
TOTAL		2997 (100)**	1821 (100)**	4818 (100%)	4918 (100%)

Source: U.S. Census, 1980 (Structures Built by Year before 1980)

U.S. Census, 1990 (Total units, 1990)

** Estimate, Sanger Planning Division

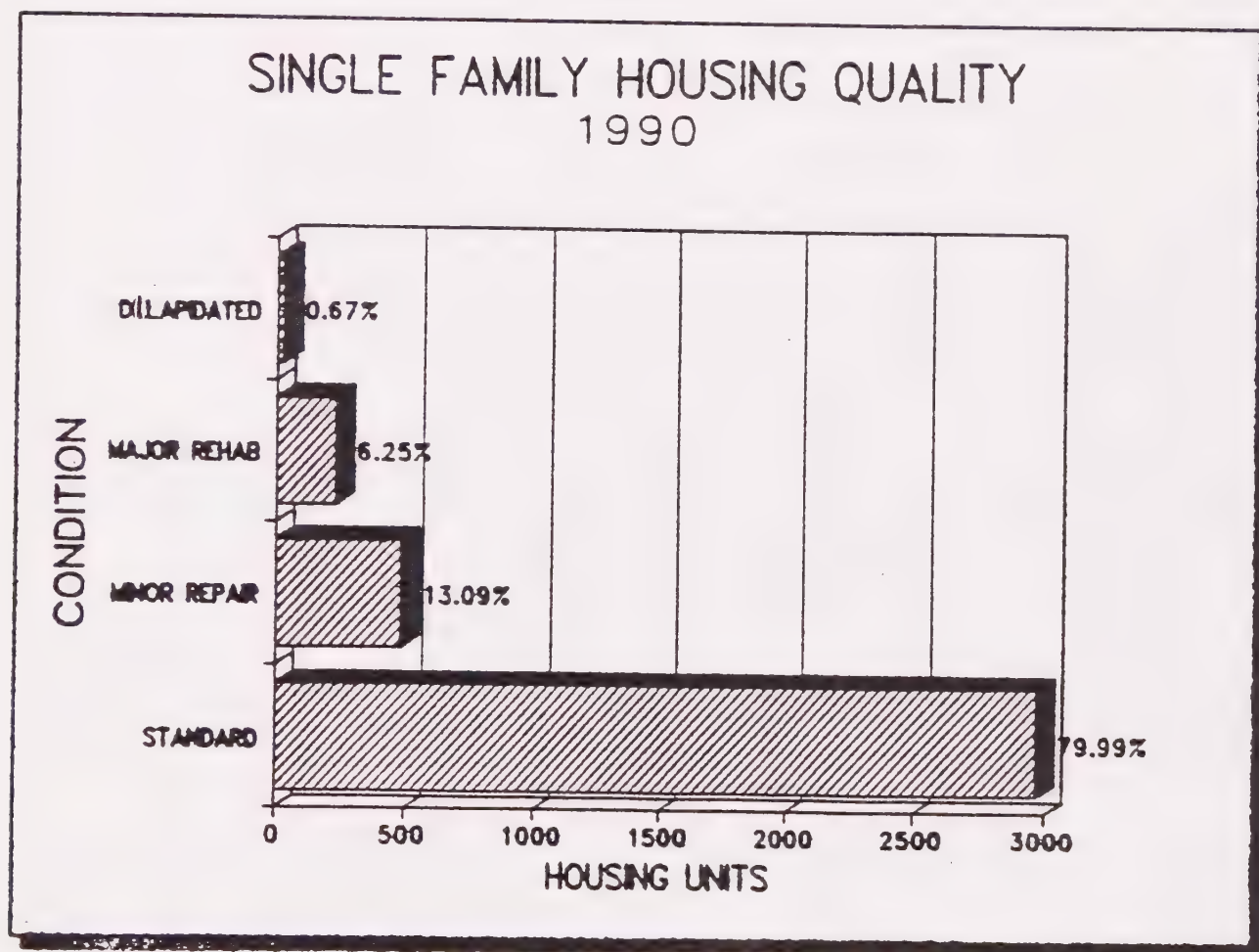
Single Family Housing Quality

The condition of the City's housing stock is an important component of the quality of life enjoyed by residents of the city. It is also closely linked with housing affordability since deferred home maintenance is often the result of a limited income. A number of other factors also contribute to the condition of the housing stock including age of the housing stock and overcrowded living conditions. Although age does not necessarily precipitate physical deterioration, inadequate maintenance in combination with obsolescence commonly causes the older housing to decline in quality. Other factors include lack of appropriate size housing units, low incomes, and large families.

The City of Sanger conducted a survey of housing quality in December, 1990, to determine the overall condition of single family housing stock in the City, and to identify areas of concentration of substandard housing. The methodology used in

this survey is described in Appendix B. Of the 3688 houses rated for apparent condition, 2945 were found to be in standard condition, 486 in need of minor repairs, and 232 in need of major repairs. Only 25 houses were in such poor repair that their fitness for occupancy was questionable. This information is graphically presented in Figure 13.

FIGURE 13



Fresno County Assessor's records of Homeowner's Exemptions were used to determine the tenure of the houses in each quality class. Such exemptions applies to 2125 of the 3688 houses rated in the survey, about 58 percent. This information was adjusted to account for the owner-occupied housing which is not subject to a homeowner's exemption. The resulting estimates of the tenure of each housing quality class is given in Table 14. This table indicates that substandard housing is more prevalent among renter households than among homeowners; while only 19 percent of the houses surveyed are renter-occupied, nearly 40 percent of the substandard housing is renter occupied.

From the data gathered in the survey, nine target areas were identified in which the overall housing condition is noticeably poorer than the city-wide average. The establishment of rehabilitation programs in these areas may be appropriate. The location of these target areas is shown in Figure 14.

TABLE 14

SINGLE FAMILY HOUSING QUALITY BY TENURE

Tenure	Standard Quality	Minor Repair	Major Rehab	Dilapidated	Total
Owner	2548 (69.1%)	316 (8.6%)	127 (3.5%)	6 (0.1%)	2997 (81.3%)
Renter	397 (10.8%)	170 (4.6%)	105 (2.8%)	19 (0.5%)	691 (18.7%)
Total	2945 (79.9%)	486 (13.2%)	232 (6.3%)	25 (0.6%)	3688 (100%)

Source: City of Sanger, 1990

Target area "A" contains housing stock that is largely pre - 1940. This area was once on the outskirts of the city and portions of it are old housing that has long been of marginal quality. Approximately one quarter of the 195 units in this area are in need of rehabilitation.

The units in target area "B" and "C" are much the same as those in area "A" in both age and structural quality. Although contiguous to each other, the target areas lie in different Census Tracts and were listed separately for statistical purposes. There are 143 units in the two areas, 33 percent of which are in need of rehabilitation.

Target areas "D" and "E" contain housing that was on the edge of Sanger before 1940. The housing in these areas was built in response to a critical shortage of housing in the 1940s and quality was sacrificed to satisfy the housing demand. The condition of the houses in these two areas is the poorest in the city. Almost half of the units in target area "D" need rehabilitation while 25 percent of the units in target area "E" are substandard.

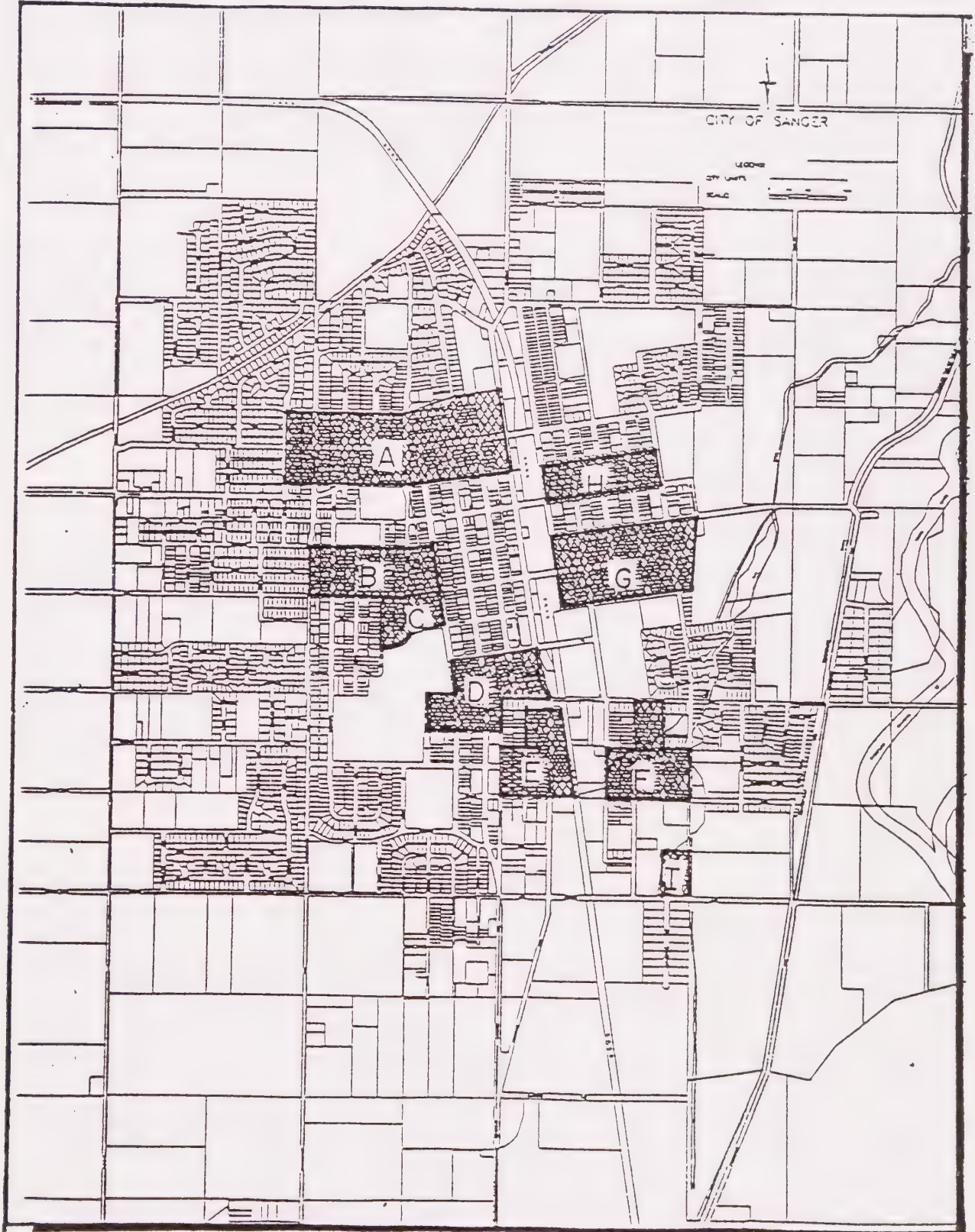
In target areas "G" and "H", the average household size is larger and the housing value is lower than most of the City. Of the 178 units in these two areas, nearly a third are in need of rehabilitation. Like the other target areas, the majority of the units are relatively old. The low income level of the residents in some of the newer units prohibit consistent upkeep to prevent deterioration.

Of all the target areas identified, areas "F" and "I" are of immediate concern for the improvement of Sanger housing. Target area "I" is in particular need of attention because the majority of the units there warrant major rehabilitation, if not replacement. The household size of both these areas are among the largest in the City and overcrowding is a problem. Only recently were some of the homes in target area "I" connected to municipal sewer and water services, by use of the Sanger Redevelopment Agency's low and moderate income housing set-aside fund.

In 1976 a similar survey of Sanger housing quality was conducted for the City by a group of Fresno State students. Several target areas were identified to indicate areas of the City in need of housing rehabilitation. Although a different methodology was used, most of the target areas identified in the 1976 study parallel those of the 1990 study. Both identified the southeast corner of the City (target areas "F" and "I") as an area of immediate concern. The part of the City

FIGURE 14

HOUSING QUALITY TARGET AREAS



encompassed by target area "A" seems to have declined in quality. This area was not perceived as critical in 1976 but is currently. Improvement seems to have occurred in the northeastern part of the City east of Harrison Avenue; in 1976, this area was considered critical, but the 1990 study showed that most of the housing no longer needed major rehabilitation. The 1976 study warned that a concerted effort in rehabilitation was necessary to prevent the formation of a "ring of deterioration" around the downtown area; such a pattern seems to exist.

Multiple Family Housing Quality

Multiple family housing quality was not addressed in the 1990 survey. Until a detailed evaluation of multi-family housing condition is conducted, it is assumed that the same percentages apply to multi-family housing as to single family. It is also assumed that 90 percent of the multi-family housing stock is renter occupied. Applying these assumptions to the 1,345 multi-family units reported by the 1990 Census yields housing quality conditions as reported in Table 15.

TABLE 15
MULTIPLE FAMILY HOUSING QUALITY BY TENURE

Tenure	Standard Quality	Minor Repair	Major Rehab	Dilapidated	Total
Owner	929 (69.1%)	116 (8.6%)	47 (3.5%)	1 (0.1%)	1093 (81.3%)
Renter	145 (10.8%)	62 (4.6%)	38 (2.8%)	7 (0.5%)	252 (18.7%)
Total	1074 (79.9%)	178 (13.2%)	85 (6.3%)	8 (0.6%)	1345 (100%)

Since a detailed evaluation of condition of the multi-family housing stock has not yet been conducted, areas of concentration of poor quality housing cannot be identified. Such a study will be conducted in Fiscal Year 1991-92, and incorporated into this Element.

Overcrowding

The Bureau of Census defines overcrowded housing as being in excess of 1.00 person per room. Overcrowding is often reflective of one of three conditions; either a family or household living in too small a dwelling, a family required to house extended family members (i.e. grandparents or grown children and their families living with parents), or a family renting inadequate living space to non-family members (i.e. families renting to migrant farm workers). Whatever the cause of overcrowding, there appears to be a direct link to housing affordability. Either homeowners or renters with large families are unable to afford larger dwellings, older children wishing to leave home are prohibited from doing so because they cannot qualify for a home loan or are unable to make rental payments, grandparents on fixed incomes are unable to afford suitable housing or have physical handicaps that force them to live with their children, families with low incomes will permit overcrowding to occur in order to derive additional income, or there is an insufficient supply of housing units in the community to accommodate the demand.

Census data indicates that 16.6 percent of the total housing units within the City were overcrowded in 1980; 626 households lived in such conditions. Of these, 181 renter households and 166 homeowner households were moderately overcrowded with 1.01 to 1.50 persons per room. An additional 160 renter households and 119 homeowner households were severely overcrowded, with more than 1.50 persons per room. In total, more than half of all overcrowded units, 54.5 percent, were occupied by renter households. These overcrowded renter households constituted 23.95 percent of all renter households, nearly twice the 12.11 percent overcrowded rate among homeowner households. Applying these percentages to the 4818 households that resided within the city in 1990 indicates that 800 households in 1990 were overcrowded, 436 renters and 364 homeowners.

It should be noted that a definite correlation exists between the number of overcrowded households in the City, the increasing household size, and the declining vacancy rate. Due to these factors, at least a portion of the overcrowding appears to be caused by an insufficient housing supply. Another potential cause is the increasing proportion of the population made up of Hispanic households arriving from Mexico, Central and South America. As pointed out earlier, 93.5 percent of Sanger's population growth in the last decade was made up of Hispanic people who tend to have larger families than do non-Hispanics.

B. SPECIAL HOUSING NEEDS

The State Housing Law requires that the special housing needs of certain disadvantaged groups be addressed in the Housing Element, including the needs of the elderly, handicapped, large families, female heads of household, farm workers, and the homeless. Table 16 indicates Sanger's current situation regarding these groups. The 1990 data shown here were the result of a prorated estimate, as more recent data was not readily available. The data given in this

TABLE 16
HOUSEHOLDS WITH SPECIAL HOUSING NEEDS

	OWNER	1980 RENTER	TOTAL (%)	OWNER	RENTER	1990 TOTAL (%)
Total households	2340	1422	3763 (100)	2997	1422	4818 (100%)
Elderly Households	570	235	805 (21.4%)	730	300	1031 (21.4%)
Handicapped Households						
(work disability)	na	na	283 (7.5%)	na	na	361 (7.5%)
(Transportation dis.)	na	na	268 (7.1%)	na	na	342 (7.1%)
Large Family Households						
(5 or more persons)	576	302	878 (23.3%)	738	387	1156 (23.3%)
Female headed households	na	na	309 (8.2%)			446 (9.2%)

Source: U.S. Bureau of the Census, 1980

table for the different special housing needs are not additive because a given household could be represented in several special need groups. A detailed discussion of each special need group follows.

Elderly Population and Households

The special housing needs of the elderly are an important concern since such people are likely to be on fixed incomes or have low incomes. Besides this major concern, the elderly maintain special needs related to housing construction and location. The elderly often require ramps, handrails, lower cupboards and counters, etc., to allow greater access and mobility. They also need special security devices for their homes to allow a greater sense of self-protection. The elderly have special needs based on location because they often need convenient access to public facilities such as medical services, shopping areas and public transit facilities. In many instances, the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may need assistance to make home repairs and maintenance. In any event, it is important that they maintain their dignity and self-respect.

Table 15 indicates that in 1980, 21 percent of all households in Sanger contained one or more elderly individuals over 65 years of age. Of these 805 households, 235 were renters and 570 were homeowners, a slightly higher incidence of homeownership than in the population at large. Sixteen percent or 123 of these elderly households live below the poverty level, a slightly higher incidence of poverty than in the total population. Projecting these data to 1990, Sanger contains 1030 elderly households of which 730 are homeowners, 300 are renters and 165 live below the poverty level. Otherwise stated, 16.5 percent of all renters and 24.4 percent of all homeowners in Sanger are elderly.

The age characteristics of Sanger's population generally reflect the Fresno County and statewide profile. The population, as a whole, is composed of a large number of people in their teens and early twenties, fewer in the middle categories, and currently a small but growing elderly population. Table 17 indicates the percentage of individuals over the age of sixty-two and currently residing in Sanger. The table shows that in 1980, 12.8% of Sanger residents were sixty-two or older. The 1990 projection shows a full percentage point increase in the elderly population. This clearly illustrates that even though their population is

TABLE 17
SANGER ELDERLY POPULATION

Age Category	1980	Percent	1990*	Percent
62-64 years	273	2.2	374	2.4
65-84 years	1,216	9.8	1,819	10.8
85+ years	116	0.8	134	0.8
ELDERLY POPULATION	1,605	12.8	2,327	13.8

Source: U.S. Bureau of Census, 1980, 1990.

* Fresno-Madera Area Agency on Aging

still small in relation to other categories, it is definitely on the rise, lending credence to the increasing importance of sufficient elderly housing. The table estimates that 273 city residents, or 2.2 percent of the total population were 62 years of age or older in 1980. The portion of the City's population over 62 is estimated at 374 residents, or 2.4 percent of the City total in 1990. The portion of the population over 85 is estimated at 134 residents, or 0.8 percent of the City.

Handicapped Persons

There are many types of handicaps causing precise definitions to be a problem. Local governments utilize the definition of "handicapped" person contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement. A handicapped or disabled person is defined as:

1. Any person who has lost, or has lost the use of, one or both or both hands, or who has significant limitation in the use of lower extremities, or who has a diagnosed disease or disorder which substantially impairs or interferes with mobility, or who is so severely disabled as to be unable to move without the aid of an assistant device; or
2. Any person who is blind to such an extent that the person's central visual acuity does not exceed 20/200 in the better eye, with corrective lenses, as measured by the Snellen test, or visual acuity that is greater than 20/200, but with a limitation in the field of vision such that the widest diameter of the visual field subtends an angle less than 20 degrees; or
3. Any person who suffers from lung disease to such an extent that his forced (respiratory) expiratory volume one second when measured by spirometry is less than one liter or his arterial oxygen tension (pO_2) is less than 60 mm/Hg on room air at rest; or
4. Any person who is impaired by cardiovascular disease to the extent that his functional limitations are classified in severity as Class III or Class IV according to standards accepted by the American Heart Association.

Handicapped persons often require specially designed dwellings to permit free access not only within the dwelling, but to and from the site. Special modifications to permit free access are very important. The California Administrative Code Title 24 mandates that public buildings be designed to permit wheelchair access. Rampways, larger door and aisle widths, and restroom modifications enable free access to public facilities by the handicapped. Such standards are not mandatory of new single family residential construction; however, State regulations require handicapped accessibility/adaptability in newly constructed apartment buildings containing five or more units. Federal regulations place similar requirements on subsidized developments containing four units or more.

Like the elderly, the handicapped also have special needs based on location. Many handicapped people desire to be located near public facilities, and especially near public transportation facilities that provide service to the handicapped. It should be noted that many government programs which group seniors and handicapped persons together (such as HUD Section 202 housing) are inadequate and often do

not serve the needs of the handicapped. Currently single-family units are not required to provide the handicapped accessibility that multi-family units are required to provide. Requiring special adaptations for handicapped individuals helps meet the housing needs for handicapped individuals

Table 16 indicates the number of persons in 1980 and the estimated number of persons in 1990 who had handicaps that either restricted them from working or restricted their use of public transportation. It should be noted that the listing of those persons with transportation disabilities includes a large number of persons 65 years of age and older. As indicated, 7.5 percent of the City's households contained members who were unable to work, and 7.1 percent were unable to utilize public transportation due to a disability.

Large and Very Large Households

Large households are defined as those households containing five persons; very large are those which contain six or more people. Census data for 1980 indicate that 23.3% of Sanger's households contained five or more persons. About one third (34.4%) of these large households were renters, slightly lower than the overall renter percentage of the City's households.

Table 18 indicates the numbers and percentages of households of each size and tenure as reported by the 1980 Census, and projects the number of households of each size in 1990 assuming the same rate of occurrence as in 1980.

TABLE 18
HOUSEHOLDS SIZE AND TENURE

PERSONS PER/HH	1980						1990					
	OWNER		RENTER		TOTAL		OWNER		RENTER		TOTAL	
	HH	%	HH	%	HHs	%	HH	%	HH	%	HHs	%
ONE	286	12.2	255	17.9	541	14.4	365	12.2	326	17.9	694	14.4
TWO	722	30.8	338	23.8	1060	28.2	923	30.8	433	23.8	1359	28.2
THREE	359	15.3	304	21.4	663	16.8	458	15.3	390	21.4	809	16.8
FOUR	397	17.0	224	15.7	621	16.5	509	17.0	286	15.7	795	16.5
FIVE	266	11.4	148	10.4	414	11.0	341	11.4	189	10.4	530	11.0
SIX +	310	13.3	154	10.8	464	12.3	399	13.3	197	10.8	594	12.3
TOTAL	2340	100	1423	100	3763	100	2997	100	1821	100	4818	100

Statistics depicting a high percentage of large families may be indicative of two factors. First, they may be households that require larger dwellings to meet their housing needs. Second, it may represent a large number of families living under the poverty level and "doubling up" to save money. The 1990 projection for large and very large households, based on 1980 percentages, may be smaller than the

actual number. The reason for this, as stated earlier in this report, is that Sanger's average household size has increased over five percent in the last decade. In sum, the above statistics illustrate that 24.6 percent of all homeowner households in Sanger consist of large families with 5 or more individuals, and 21.3 percent of all renters are in the same category. Furthermore, 13.3 percent of all homeowners and 10.8 percent of all renters are in the category of very large families with 6 or more individuals.

Female Heads Of Household

Families with female heads of household experience a much higher incidence of poverty than do families at large. In 1980, 29 percent of all families with a female head live below the poverty level compared to only 13 percent of all families. A high poverty level often results in poorly maintained dwellings since income is more apt to be spent on more immediate needs such as food, clothing, transportation, and medical care. Traditionally, housing maintenance has been the responsibility of male heads of household. Female heads of household are sometimes ill-prepared to take on this responsibility without proper training or knowledge and may need assistance. Since their time may be limited to taking care of basic households chores, earning income, and caring for their children, they may have little time to spend on maintaining their dwelling.

This Element assumes that statistics for female headed households for 1990 remain proportional to those from 1980. Currently, 446 of Sanger's 4818 households are Female Headed and receive Aid to Families with Dependent Children (AFDC). This represents 8.2% of the total households. Table 16 lists the numbers and percentages of those female-headed households where at least one child is present.

Farm Workers

More persons are permanently and seasonally employed in agriculture in Fresno County than in any other county in the state. As discussed earlier, agriculture is the second largest employment sector in Sanger, behind manufacturing. The State Employment Development Department statistics for 1981 indicate that 51 percent of total agricultural employment in Fresno County is seasonal. If the 8,210 farmers and their unpaid family members are deducted from the total, 65 percent of all hired employees are seasonal. To indicate this in a different way, in 1981 the 18,660 seasonal farm worker employees were almost double that of the 9,970 full-time regularly hired farm worker employees.

The State of California defines seasonal employees as those who are employed less than 150 consecutive days by the same employer. Seasonal workers may be migratory or they may be persons or family members who are temporarily employed but permanently located in Fresno County. The Employment Development Department reported that in 1981, a monthly average of 1,080 seasonal employees were from other states while 1,480 had migrated from locations within the State of California. The vast majority, 16,100, or 86 percent of the seasonal laborers, were local. The state defines a local worker as a seasonal laborer who resides close enough to the job site to return home each night. These seasonal numbers are an average of monthly figures. On the average, 2,560 non-local employees work on farms in Fresno County. By definition, these workers are too far from their permanent residences to commute. This number exceeds four thousand

persons during some months.

Housing shortages exist during peak seasonal labor periods when a large influx of migrant workers occurs in Fresno County. During these periods, every form of temporary, substandard, and standard shelter is occupied. A special farm worker study conducted by the Fresno County Planning Department concluded that in 1981 approximately 1,682 migratory farm workers worked within Sanger's housing market area during the peak harvest period of June, July and August. If temporary housing (i.e. apartment units, trailer or camping park spaces and facilities) for these persons was provided equally among incorporated and unincorporated portions of the market area, Sanger's share of migratory housing would yield 373 temporary spaces or units.

A major difficulty experienced by Sanger and other small cities in addressing this need is that most seasonal farm workers seek housing in the cities but the economic benefits and tax base created by their employment accrues primarily to the County. It is appropriate for farmworkers to continue seeking housing in the cities, but a more equitable mechanism for distributing the taxes collected from agricultural operations must be established if the Cities are to be realistically expected to provide farmworker housing. It may also be appropriate for the agricultural industry to assume a larger share of responsibility for the provision of housing for farmworkers. The resolution of this issue will probably require State involvement because neither the private sector nor the Counties are likely to voluntarily assume a larger share of responsibility for farmworker housing. A study of this issue by a disinterested party such as the State Department of Housing and Community Development should be conducted to identify issues and alternative solutions. Volume I, 1984 Fresno Regional Housing Needs Determination Plan provides additional information about special housing needs of farm workers.

Homeless People

According to The County's 1990 Comprehensive Homeless Assistance Plan, the estimated number of homeless persons in a given month in Fresno County ranges from 1,700 to 3,500 persons. About 65 percent of these people are single men over the age of 18. About 500 families are on Section 8 waiting lists for emergency housing due to evictions, fires, or other catastrophes.

The Fresno County Department of Social Services has been designated as the lead agency in addressing the issue of homelessness. As the mandated provider of income stabilization, protective and supportive services to all persons within the County. The DSS is in an ideal position to continue to coordinate a collaborative, interagency effort to reduce the Countywide incidence of homelessness.

There are currently about 500 emergency bed spaces being provided through a network of more than a dozen public and private programs for the homeless. The number of emergency shelter bed spaces is still inadequate to meet the demand for them. Fresno County Department of Social Services issued payments for temporary housing to 859 individuals countywide in 1989. An average of five percent of the people seeking shelter each night are turned away due to a lack of bed space.

Emergency assistance is provided in Sanger in the form of food, clothing, and

cash to needy individuals and families by the Father Hannibal House and by Christian Outreach, both of which are private nonprofit organizations. In addition, Christian Outreach operates an emergency shelter for homeless families. That shelter, known as the Fleming House is located at 519 West and is the only emergency shelter of this type within the city. Christian Outreach officials indicate that three families, consisting of seventeen people, are presently living in the home.

According to the data gathered by the Christian Outreach Program, the number of homeless families that received service from the organization increased dramatically. This may be indicative of two factors. First, the Christian Outreach program has expanded to be able to serve more individuals. Secondly, the number of homeless families may have increased disproportionately to the population. The number of homeless families accounted for in 1986 was 29. By 1990 that figure had risen to 88 families.

Christian Outreach currently estimates an average of 20 to 25 individuals are homeless in Sanger at any given time. Several organizations currently providing for homeless families, including the Christian Outreach and the Father Hannibal House, but none offer shelter for homeless individuals. Shelters for homeless individuals are currently found only in the City of Fresno.

Last year, Christian Outreach received inquiries for emergency shelter at a rate of three per month. They estimate that they assisted approximately fifty families last year. This year they are receiving at least one inquiry per day. Outreach tries to allow a one month stay per family and then refers them to other local shelters or apartments. At present all Fresno facilities are full. The Dinuba shelter is full, and Selma has a special purpose home which accepts battered families only. There are no other facilities in the local area to which to refer people for emergency shelter assistance.

Due to the Selma shelter's "special purpose" designation, that leaves only Sanger and Dinuba as general purpose shelters in the east side of the valley. It appears that the present Fleming House is insufficient to meet the community and rural needs of this area. Officials of both the Father Hannibal House and Christian Outreach strongly suggest that another shelter is needed in Sanger.

C. PROJECTED HOUSING NEEDS

Information presented in Parts III and IV documented the recent growth which has occurred in the population and housing stock of the City of Sanger and discussed expected continuations of those growth trends as they relate to the need for additional housing in the City. Those sections also documented the need for non-market rate housing assistance currently existing and expected within the planning period. One primary purpose of this housing element is to anticipate new households and ensure that sufficient housing exists to accommodate their needs. This section of the Housing Element addresses that issue for both market rate and non-market rate housing.

Demand For Market Rate Housing

A convenient measure of the demand for market rate housing is the number of units that were listed for sale with the Fresno Multiple Listing Service and the number that actually sold in a given period of time. The Fresno Multiple Listing Service addresses County-wide listings and sales; information specific to Sanger is not readily available. Due to high interest rates and high market prices in the early 1980's, few people could afford to buy housing and sales were slow, indicating that the demand for market rate housing was low. Only 19 percent of the listed houses actually sold during this period. By 1983, however, interest rates had declined and more people could afford to purchase a home. About 25 percent of the listed homes sold in 1983. By 1987, the series of recessions which had plagued the housing market since 1972 appeared to be temporarily over and the value of residential permits issued in the area reached record high levels. These regional trends were apparent in the strength of real estate sales in Sanger as well. Both moderately priced homes and more expensive units are currently selling as rapidly as they are placed on the market.

Projected Housing Demand For All Income Levels

The 1990 Regional Housing Needs Determination Plan calculated the projected new construction need for the City for the upcoming planning period. The new construction need is the total number of new housing units which must be provided between 1989 and 1996 to provide housing for the anticipated population, taking into account the projected number of households, vacancy factors, housing unit removals, and existing housing units. The new construction need calculated for Sanger is presented in Table 19, showing the number of units needed for each income group by 1996.

TABLE 19
NEW CONSTRUCTION NEED
1989 - 1996

Income Groups	1989 units	1996 units	growth units	replace units	total need	need distr
very low	1160	1311	151	7	158	23.2%
other low	891	1009	118	8	126	18.6%
moderate	1169	1287	117	1	119	17.4%
above mod	1520	1772	253	24	276	40.8%
TOTAL	4740 ¹	5379 ²	639	40	679	100.0%

source:

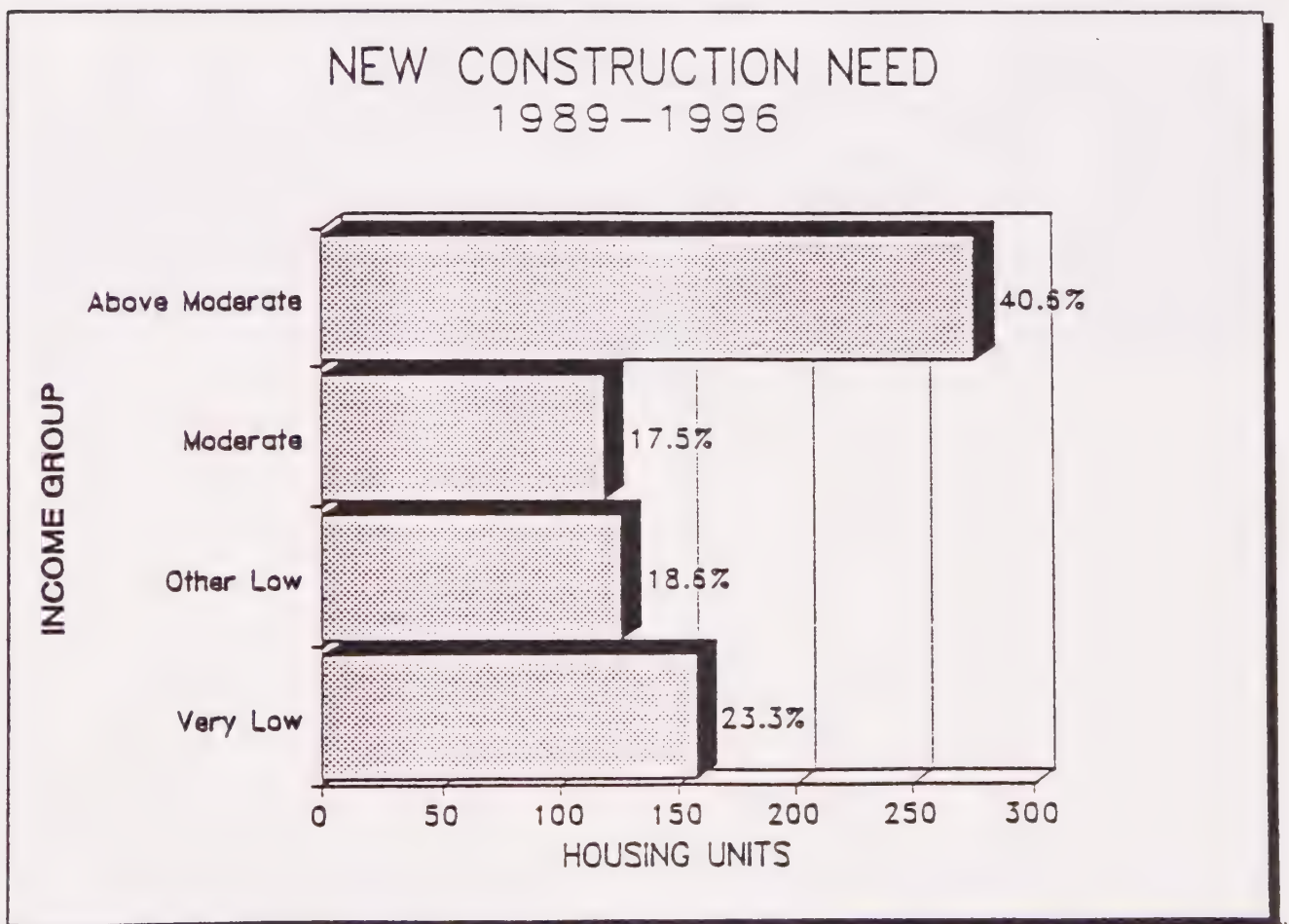
1: State Dept. of Finance, 1989 estimate

2: COG Housing Need Determination Plan, 1990

This table indicates that as much new housing will be required for the above

moderate income group as for the combined low and very low income groups. Although apparently contrary to the discussion of low income housing need elsewhere in this Element, this relationship illustrates that a well defined need exists for a full range of housing opportunities in Sanger. A significant amount of the housing constructed in recent years has been targeted for lower income households, with very little attention being given to the needs of moderate and above moderate income households. Even though those households are generally able to obtain market rate housing without assistance from the City or other agency, the general lack of housing targeting those income groups will prevent them from finding acceptable housing in Sanger, causing them to leave the City. The departure of the upper income households from the city is undesirable for many reasons, and could cause the city to become impacted with low income households whose housing needs exceed the available resources. The new Construction need of the City is graphically presented in Figure 15.

FIGURE 15



Due to the current availability of 1990 Census data which was not available at the time the Regional Housing Needs Determination Plan was prepared, certain adjustments could now be made to the allocations presented in the table. These potential adjustments are discussed below as information only and do not constitute official adjustments to the City's housing need allocation.

The Plan was prepared before the 1990 Census data and the State Department of Finance Population and Housing Estimates for 1991 were available, and consequently was based upon the 1989 SDF estimates. The 679 unit new-construction need presented by the table is for a 7 1/2 year period, from January 1, 1989, to June 30, 1996, an annual average of 90.5 units. The more current data now available makes it possible to adjust that projection to reflect the units estimated to be in existence by the SDF on January 1, 1991, reducing the projection to a span of only 5 1/2 years. The SDF estimate for total housing units in the City on January 1, 1991, is 5049 units. This indicates that 309 of the required 679 units have already been provided, leaving only 370 units yet to be constructed in the next 5 1/2 years, an annual average of 67 units. The distribution of the revised new construction need by income group indicates that 82 units (22.1%) is needed for very low income households, 69 units (18.6%) is needed for other low income households, 42 units (11.3%) for moderate income households, and 178 units (48.0%) for above moderate income households.

It would also be possible to further adjust the projected construction need to reflect the slightly higher population and housing projections for 1996 that were developed by the City of Sanger as a reflection the 1990 Census data. The population projection of 21,400 persons by the year 1996 would necessitate the construction of about 1800 units, considerably more than projected by the Regional Housing Needs Determination Plan. However, no programs are provided in this Element to insure the construction of that number of units because this is identified as a upper-end projection which could occur only under optimistic circumstances.



VI

RESIDENTIAL LAND RESOURCES

In order to properly plan for the future housing needs of the city, undeveloped lands available for housing within existing urban boundaries and within projected growth areas must be inventoried to determine if sufficient land suitable for development exists to accommodate projected growth.

A. AVAILABLE LAND INVENTORY

Table 17 itemizes three classes of properties identified as City growth areas. These properties include infill areas, city fringe areas, and unincorporated reserve areas. Infill areas are made up of vacant and redevelopable lands presently within the built-up portion City that are adjacent to or within reasonable distance from public sewer, water, drainage, and street systems. Fringe areas include vacant or agricultural land within but on the fringes of the City and designated for residential development. Reserve areas include unincorporated lands within the City Sphere of Influence but outside the City that are presently zoned for limited agriculture and designated on the County's General Plan as an urban reserve. These areas will be rezoned to an urban residential district upon annexation to the City.

A fourth category of City expansion area is also itemized in Table 20, identified as "proposed Sphere of Influence Expansion Areas". This includes areas outside the City Sphere of Influence which are designated for residential development by the City's General Plan but not by the County General Plan. This category of land has been the subject of several unsuccessful Sphere of Influence revisions efforts by the City since 1988 and will be more fully discussed under "Development Constraints".

It is important to note that even though present City and County Land Use Policy encourages urban development to take place within cities where urban facilities and services are available, rather than in unincorporated areas, the County's cancellation of the property tax agreement with Sanger makes it impossible for Urban Reserve Lands to be annexed into the City at this time. The County's Urban Referral Policy requires that all development requests on the City's fringe be referred to the City for annexation, but since the City is unable to annex, development could be allowed in Urban Reserve Areas by the County. Likewise, the City has no control of development within the Proposed Sphere of Influence Expansion Areas, as those areas are outside of both the existing Sphere of Influence and the City Limits. The only growth areas actually controlled by the

City are the Urban Infill and Urban Fringe Areas which are actually inside the City Limits at this time. These areas consist of about 253 acres.

TABLE 20

1990-1996 LAND RESERVATION FOR RESIDENTIAL LAND USE

Category	Single-Family	Mobile Homes	Apartments ¹	Total
Urban Infill	52 acres	0 acres	9 acres	61 acres
Urban Fringe Lands	173 acres	0 acres	19 acres	192 acres
Urban Reserve Lands	549 acres	0 acres	25 acres	574 acres
Proposed SOI Exp.	461 acres	0 acres	0 acres	461 acres
Totals	1235 acres	0 acres	53 acres	1288 acres

¹ Includes condominiums and manufactured housing.

Source: City of Sanger estimate, 1990

B. ESTIMATED DWELLING CAPACITY BY LAND USE DESIGNATION/ZONING

State law requires that zoning in General Law cities be consistent with adopted General Plans. Sanger's undeveloped and redevelopable lands have been zoned in accordance with the present land use plan. The development potential of these areas may be determined based upon the maximum allowable density of each zoning district. The definition of each residential zone district is presented in Table 21, in terms of lot size and development density.

TABLE 21

SANGER ZONING DEFINITIONS

Zone District	RA	R-1-10	R-1-6	RM-2.5	RM-1.5	RM-1
Minimum Lot Size (Sq.Ft.)	36,000	10,000	6,000	6,000	7,500	7,500
Density in Units per Acre	0.90	3.2	5.4	17.4	29.0	43.5

Source: City of Sanger Land Use Element

It is more difficult to specify the development potential of reserve area land where County agricultural zoning is in place. However, for planning purposes, future development may be estimated for the residential reserve areas based on average density allowed by typical implementing zone districts. Low density reserves are typically zoned RA upon annexation into the City. Medium-low density reserves are typically placed in the R-1-10 zone district. Medium density reserves are usually zoned R-1-6, and Medium-high density residential reserve designations will ultimately translate into the RM-2.5 zone district.

Table 22 indicates the development potential for each dwelling type within the current City Limits based upon existing zoning or anticipated future zoning. Table 23 provides similar information for designated and proposed growth areas outside the current City Limits. It should be noted that although condominium units are considered a basic housing style, a specific zoning district has not been established for their use. They are permitted, however, within areas zoned for single-family or multiple-family residential use subject to a special use permit. This arrangement has allowed developers flexibility in siting such units, while permitting adequate protection to established neighborhoods through a formal public review process. Manufactured housing is also considered an important housing alternative, especially as related to serving the needs of lower-income households. Senate Bill 1960 requires that local governments allow its use on single-family residential zoned lots.

TABLE 22
POTENTIAL RESIDENTIAL DEVELOPMENT INSIDE CITY LIMITS

DENSITY	VACANT LOTS			FRINGE AREAS			TOTAL		
	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION
LOW DENSITY	0	0	0	0	0	0	0	0	0
MEDIUM LOW	0	0	0	0	0	0	0	0	0
MEDIUM	173	714	2320	52	138	450	225	852	2770
MEDIUM HIGH	12	180	590	9	132	430	21	312	1020
HIGH DENSITY	7	236	770	0	0	0	7	236	770
TOTAL	192	1130	3680	61	270	880	253	1400	3560

SOURCE: City of Sanger Development Services Department

As indicated, the residential land reserves within the current City Limits are adequate to provide 200% of the new units needed to meet anticipated growth to 1996. Also, the amount of land designated for medium and high density residential use is sufficient to provide for the estimated 284 units of new housing determined necessary by the Regional Housing Needs Plan to provide new housing opportunities for low and very low income households.

It should be noted that approximately half of the available medium high density land is on the east side of the community where the lack of a major sewer trunk line occasionally results in sewer collection system capacity limitations as discussed on later in this Element. Actions now being undertaken by the City to provide additional sewer collection system capacity on the east side of the community should make these areas available for development within the timeframe of this Element. However, this limitation does not effect the City's ability to provide sufficient sites for affordable housing because all of the available high density vacant land and significant amounts of medium-high density vacant land

provide sufficient sites for affordable housing because all of the available high density vacant land and significant amounts of medium-high density vacant land is located on the west side of the community very near the sewer trunk line in Bethel Avenue and is therefore available for immediate development.

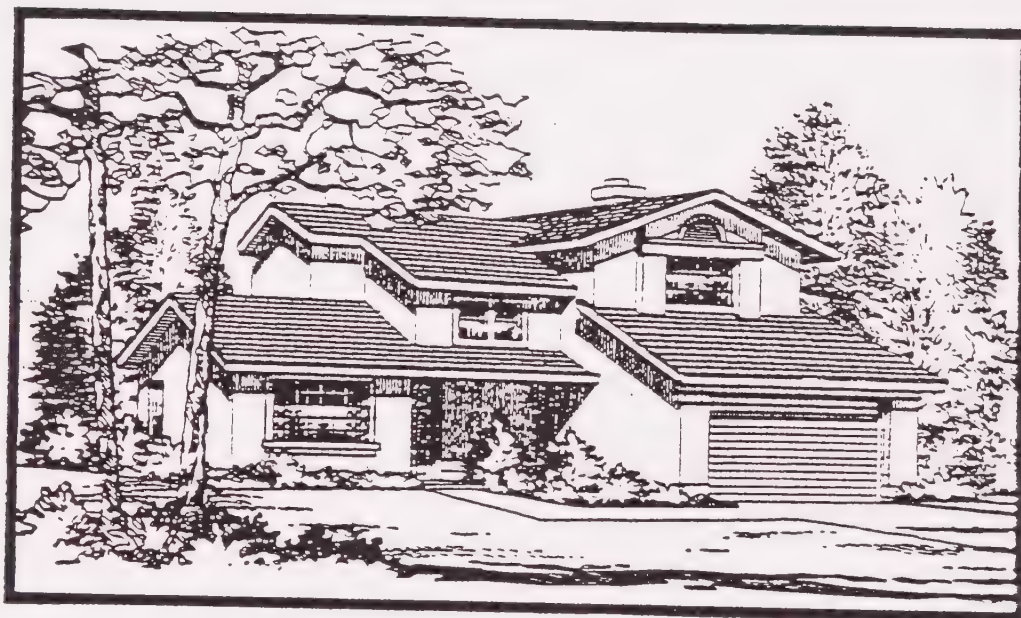
Although Table 22 indicates that adequate reserves currently exist within the City to accommodate anticipated growth through 1996, which is the planning period for this Housing Element, it is also clear that very soon after 1996, the unincorporated growth areas identified in Table 23 must be made available or another housing shortage will result soon thereafter.

TABLE 23

POTENTIAL RESIDENTIAL DEVELOPMENT OUTSIDE CITY LIMITS

DENSITY	RESERVES			SPHERE OF INFLUENCE ADDITION			TOTAL		
	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION
LOW DENSITY	118	125	400	0	0	0	118	125	400
MEDIUM LOW	100	350	1140	230	805	2620	330	1155	3760
MEDIUM	449	2470	8030	231	1270	4130	680	3740	12160
MEDIUM HIGH	25	375	1220	0	0	0	25	375	1220
HIGH DENSITY	0	0	0	0	0	0	0	0	0
TOTAL	692	3320	10790	461	2075	6750	1153	5395	17540

SOURCE: City of Sanger Development Services Department



VII

DEVELOPMENT CONSTRAINTS

A number of factors affect the ability of the private sector to respond to the demand for housing and constrain the maintenance, improvement, or development of housing for all economic groups. Constraints, however, can generally be translated into increased costs to provide housing and fall into two basic categories: governmental and non-governmental.

A. GOVERNMENTAL CONSTRAINTS

Governmental constraints are potential and actual policies, standards, requirements, or actions imposed by the various levels of government on development. Although federal and state programs and agencies play a role in the imposition of governmental constraints, they are beyond the influence of local government and cannot be effectively addressed in this document. An analysis of potential local governmental constraints follows.

Land Use Controls

Land use controls are the minimum standards included within the City's Zoning and Subdivision Ordinances. Zoning is essentially a means of insuring that the land uses of a community are properly situated in relation to one another, providing adequate space for each type of development. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density, and the building use. If zoning standards are too rigid and do not allow sufficient land use flexibility, then development costs could increase and development interest may decrease. The Subdivision Ordinance governs the process of converting raw land into building sites. It allows the City to control the internal design of each new subdivision so that the pattern of streets, lots, and public utilities will be safe and pleasant and economical to maintain.

The land use controls utilized by the City of Sanger are similar to controls elsewhere in the area and do not necessarily allow the most efficient development patterns to occur; in some cases this "traditional" approach to land use controls may constitute a constraint to the development of affordable housing. For example, the basic lot dimensions for a single family lot as required by the zoning ordinance, are 60 by 100 feet; smaller single family lots are not permitted. However, the land component of housing cost could be reduced by 10 percent simply by allowing 90 foot lot depth with a minimum area of 5400 square feet.

TABLE 24

ZONING STANDARDS

Single Family Residential Zone Districts

	RA	R-1-10	R-1-6
Lot Size	36,000 sq. ft. 130 ft. width 170 ft. depth	10,000 sq. ft. 70 ft. width 110 ft. depth	6,000 sq. ft. 60 ft. width 100 ft. depth
Front/Rear/ Side setbacks	35 ft. front 20 ft. rear 15 ft. side	25 ft. front 15 ft. rear 7 ft. side	20 ft. front 10 ft. rear 5 ft. side
Lot Coverage	30 percent	40 percent	40 percent
Pop. Density	1 unit/lot	1 unit/lot	1 unit/lot
Parking	2 spaces 1 covered	2 spaces 1 covered	2 spaces 1 covered
Site Plan	not required	not required	not required

Multiple Family Residential Zone Districts

	RM-2.5	RM-1.5	RM-1
Lot Size	6,000 sq. ft. 60 ft. width 100 ft. depth	7,500 sq. ft. 60 ft. width 110 ft. depth	10,000 sq. ft. 65 ft. width 110 ft. depth
Front/Rear/ Side Setbacks	20 ft. front 15 ft. rear 5 ft. side	15 ft. front 15 ft. rear 5 ft. side	15 ft. front 15 ft. rear 5 ft. side
Lot Coverage	45 percent	50 percent	60 percent
Parking	2 or 3 units: 1 1/2 spaces/unit over 3 units: 2 spaces/unit 1/2 spaces covered	same as RM-2.5	2 spaces 1 covered
Open Space	200 sq.ft./unit	na	na
Site Plan	required	required	required

An additional land use control issue which may constitute a constraint to the provision of affordable housing is the requirement that Site Plan Reviews for

multifamily housing development be considered by the Planning Commission in a public hearing. This requirement causes such permits to be subject to the requirements of CEQA and to Department of Fish and Game fees, as well as delaying project approval for the required 21 day Negative Declaration notice. Many agencies allow staff level approval of Site Plans which would make such projects ministerial in nature and therefore exempt from the requirements of CEQA. This allows the project to move more quickly through the approval process at substantially less expense to the applicant. The rights of nearby property owners would be protected by means of a public notice and appeal process which would allow disagreements to be considered by the Planning Commission.

Building Codes

Building codes regulate the physical construction of dwellings and include plumbing, electrical, and mechanical divisions. The City follows the Uniform Building Code as established by state law and as such has little control over state standards. The City of Sanger Development Services Department, Building Division, is primarily responsible for enforcing the Uniform Building Code. Building Code enforcement is basically conducted through scheduled inspections of new construction, remodeling and rehabilitation projects. Inspections are also conducted in response to public complaints or an inspector's observation that construction is occurring without proper permits. The requirements of the Uniform Building Code are necessary to protect the health, safety, and welfare of the occupants of the structures being constructed and as such do not constitute a constraint to the development of housing.

Building Permit Procedures

Residential building permits and the procedures for issuing them can generally be broken down into two categories. One would be an in-fill lot; where the other lots in the area are already developed. The general contractor or owner-builder submits plans for plan check. These plans may be required to be prepared by a licensed architect or engineer depending on the complexity of the project. Plan check usually takes from one to two weeks for approval. Permits are then issued and average about \$1,500 for a 1200 square foot residence. The other category would be houses built in a new subdivision. Plan check procedures are the same but they are preceded by other requirements such as sewer, water, and storm drain lines underground. Also included are curb, gutter, sidewalk, and paved streets above ground. Building permit cost would be generally the same as the last category.

The cost of building permits in Sanger is based upon the Uniform Building Code and are therefore similar to costs for similar permits in other communities. As such, the cost of building permits cannot be considered to be a constraint to the development of affordable housing. The time for processing building permits in Sanger is substantially less than in the larger nearby communities and therefore does not constitute a constraint to the provision of affordable housing.

On-Site and Off-Site Improvements

Site improvements are regulated by the Parcel Map and Subdivision Map Ordinances and through conditions and standards imposed through the City Zoning

and Site Plan Review processes. On-site improvements include such things as required off-street parking, landscaping, fences and walls. Off-site improvements include curb, gutter, sidewalks, streets, and sewage, water, and drainage systems. For the most part, the required improvements provide the service system infrastructure necessary to allow services to be extended to the site, and as such do not constitute development constraints. Some of the basic requirements such as site landscaping and the undergrounding of power distribution lines serve primarily as aesthetic improvements which may be considered a constraint if excessively costly relative to the value of the project. The City has attempted to minimize the cost of such improvements in low income subdivisions by means of Redevelopment Agency involvement and by requiring only minimal improvements.

The installation of sidewalks on infill lots and the responsibility to maintain existing sidewalks is a site improvement issue currently being debated in the City. Approximately a year and a half ago, the City Council appointed a committee to assess and address sidewalk problems in the City of Sanger. At that time there were three areas of concern; first, the merchandising of items on city sidewalks in the downtown area, second, liability problems throughout the city due to the poor condition of sidewalks, curbs and gutters, and third, a questions of priorities in allocating funds for the installation and repair of sidewalks. The last two issues were addressed by the committee; their recommendation is being presented to the Planning Commission and City Council as this Element goes to press.

Liability to the City and pedestrian safety were two areas of concern of the Sidewalk Committee. There are many places in the city where there are no sidewalks which causes children and adults to have to walk in the streets. When cars are parked along those streets, pedestrians are forced even further into the street. This situation exists near several schools, creating a particular hazard for school children. Another issue is the aesthetics of having sidewalks. The presence of sidewalks does contribute to the property value of homes and businesses and "dresses-up" the community. The Sidewalk Committee has recommended that the Council amend the City Code to make the installation of sidewalks mandatory when a building permit for improvements valued at \$5,000 or more is issued on any lot that does not now have sidewalks. The recommended amendment also requires property owners to maintain sidewalks located within the right-of-way between the property line and the street in a "clean, safe and unobstructed condition and in good repair."

The adoption of the proposed sidewalk ordinance would add a nominal amount to the cost of new home construction on infill lots without sidewalks and to the cost of home repairs and remodeling in areas where sidewalks do not exist. Aware that even a nominal cost is prohibitive to some low income homeowners, the sidewalk committee further recommended that the Council form a City-wide benefit assessment district to assist with the installation and financing of sidewalks. The required installation of sidewalks is a normal part of development in most Cities and cannot be considered a constraint to the provision of affordable housing, particularly if the benefit assessment district is formed.

The required residential street width and right-of-way requirements of the City have come under discussion in recent months, as well. The City standards currently specify that local streets have a 60 foot minimum right-of-way and a 40 foot minimum pavement width. The General Plan, however, defines local streets as

having a 56 foot minimum right-of-way. Several subdivisions have recently been approved which required the lesser right-of-way as a means to achieve a better overall design. Another subdivision was recently revised to require both a reduced right-of-way and a 36 foot pavement width in order to achieve a superior design. The wider use of reduced rights-of-way and pavement width is being considered at the staff level as methods to achieve more affordable housing while at the same time providing greater design flexibility and reduced long term maintenance costs. This issue will be addressed in the Development Standards which are currently being updated by the City Engineer.

Development Impact Fees

Impact Fees as allowed by AB1600 are levied against new development projects by the City as one of the conditions of permit approval. They are structured in such a way as to cover capital costs for the infrastructure needed to serve the new development. The City Council annually reviews these fees to determine whether the amounts are reasonably related to the impacts of development and whether described public facilities are still needed. By levying fees against new development to fund capital projects, the cost to the City taxpayers is kept to a minimum. Many developers have indicated that this procedure increases the cost of housing and is therefore a constraint to the development of affordable housing.

Currently the City of Sanger uses impact fees in the following areas; sanitary sewer, water, water facilities, storm drains, traffic, recreation, public safety, and solid waste. In accordance with California Planning and Zoning Law, Section 66000-66009, the monies received in the payment of these fees are used to create or improve the capital projects mentioned above, in the area of the new development. Although these fees occasionally add significantly to the cost of housing, they are considered a necessary funding source for the provision of required services without which the development could not take place. The current schedule of development fees is included in Appendix C.

A detailed example of development fees can be illustrated by considering Tentative Tract 4264, Tentative Tract 4111, Tentative Tract 4341, and Tentative Tract 4133, all of which were approved by the City recently. Tentative Tract 4264 is a 2.16 acre, medium density subdivision consisting of 10 lots. Tentative Tract 4111 is a 7 acre subdivision consisting of 23 medium density lots. Fee breakdown in this case totalled \$18,349 per acre, translating into \$5,327 per lot. This case clearly demonstrates that the larger lot size dictates higher impact fees per lot. A second example deals with Tentative Tract 4341, a 16 acre parcel consisting of 69 lots. Total fees for Tract 4341 equal \$4,981 per unit. This can be compared to Tentative Tract 4133, a multi-family development of 126 condominium units on 7.93 acres. The cost of fees for this development per unit is \$2,590. This is a good representation of how a multi-family development may have a higher per acre cost but a lower per unit cost. The breakdown of development fees for all four tracts is given in Table 25.

Permit Processing Fees

Permit processing fees are collected by the Planning Division to cover the cost of processing land use entitlement applications such as tentative and final subdivision maps, rezonings, use permits, variances, site plan reviews, and

TABLE 25
DEVELOPMENT FEE EXAMPLES

Fee	TT 4111	TT 4264	TT 4341	TT 4133
Sewer	\$3,824	\$5,616	\$3,824	\$8,125
Water	\$976	\$976	\$976	\$2,074
Water Major Fac.	\$6,234	\$6,234	\$6,234	\$12,468
Storm Drain	\$3,198	\$3,198	\$3,198	\$4,389
Traffic	\$1,322	\$1,322	\$1,322	\$1,872
Police/Fire	\$1,375	\$1,375	\$1,375	\$1,872
Solid Waste	\$1,420	\$1,420	\$1,420	\$2,841
Recreation	\$700	\$700	\$700	\$418
Total	\$25,349	\$27,141	\$25,349	\$34,938
Total cost/unit	\$5,327	\$5,091	\$4,981	\$2,590

environmental review. The fee structure is not currently designed to recover the full cost to the City of processing the various applications, meaning that some amount of General Fund support of the Planning Division is necessary.

By using two hypothetical examples, Sanger's processing fees were compared to fees charged by other cities in Fresno County and the San Joaquin Valley. The first example examines fees for a multi-family, 10 acre, 100 unit development which is assumed to require a General Plan Amendment, Zone Change, Variance, Site Plan Review, and Environmental Assessment. The second scenario deals with a single family development consisting of 10 acres and 50 lots which is assumed to require a General Plan Amendment, Zone Change, Variance, Tentative and Final Tract Maps, and an Environmental Assessment. The results of these comparisons are presented in Table 26.

TABLE 26
PERMIT PROCESSING FEES

CITY	MULTI-FAMILY	CITY	SINGLE FAMILY
1. Clovis	\$6,510	1. Visalia	\$9,330
2. Visalia	\$6,145	2. Porterville	\$5,075
3. Parlier	\$5,005	3. Clovis	\$4,885
4. Tulare	\$4,097	4. Selma	\$4,875
5. Porterville	\$3,975	5. SANGER	\$4,830
6. SANGER	\$3,635	6. Tulare	\$4,480
7. Selma	\$2,775	7. Parlier	\$3,970

As shown above, Sanger's fees for the multi-family scenario are the next to lowest of the seven cities considered. In the single family scenario, Sanger's fees are also at the lower end of the scale. Note, however, that four of the seven cities in the single family scenario are extremely close in range of fees. This comparison indicates that Sanger's fees are in proportion with the fees among several other San Joaquin Valley cities. This being the case, Sanger's development fees cannot be considered a sizeable constraint to development.

City-County Revenue Sharing Agreement

In 1974, the County of Fresno adopted a land use policy for unincorporated city fringe areas which is designed to retain the land for future development within the city. The city fringe area policy is implemented through a referral program whereby development proposals within one-half mile of the city boundary, within the urban infill area, are referred by the County to the City for annexation. Development elsewhere in the planned expansion area of a city is restricted by a County policy that precludes division of land into lots less than 20 acres in area. These County policies support efforts by the cities to provide the urban services needed to accommodate new urban uses within the incorporated area.

Most of the unincorporated territory beyond the Spheres of Influence of the fifteen cities is subject to the Non-intensive Development Policies which attempt to preserve natural resources and maintain the rural character of the area. Development of nearly all productive or potentially productive agricultural land on the valley floor is limited by a county policy that precludes subdivisions involving lots less than 20 acres in area.

The recent fiscal crisis confronting all levels of local government has led to a de facto erosion of this cooperative spirit, causing the County to seriously consider allowing high value or revenue producing urban uses in the unincorporated area. In 1987, the County canceled tax sharing agreements with the 15 incorporated cities within the County in order to negotiate a more favorable County share of tax revenues. As of May 1, 1991, new agreements have been negotiated with only six cities; Fresno, Clovis, Selma, Kingsburg, Mendota, and Coalinga. Since LAFCo requires a revenue sharing agreement to be in place before approving annexations, annexation activity has ceased in the remaining cities, including Sanger. The inability of the city to annex new territory is a significant to new development. Unless a new revenue sharing agreement is in place before the supply of available land already within the City is diminished, land costs will rise and the cost of housing will go up.

Waste Water Treatment and Collection System Limitations

The Sanger Wastewater Treatment Plant (WWTP) is located in the Kings River floodplain near Collins Creek about one mile east of the City. It was originally constructed in 1946. At that time, the Primary Treatment Plant treated only domestic waste. Industrial waste, including high BOD effluent from food processors and a winery, was allowed to flow freely out, eventually ended up in evaporation ponds near the Kings River. Prior to 1946, domestic waste was discharged in much the same way, as no formal treatment plant yet existed. By 1955 the volume and strength of industrial waste had become so great that Sanger was categorized as being in violation of proper discharge requirements. In an attempt to deal with the growing quantity of industrial waste, Sanger began treating the industrial waste along with the domestic waste. The result was an overload of the Primary Treatment Plant. Due to Sanger's inability to cope with the problem, the Water Quality Control Board issued a Cease and Desist order. The City then arranged for a grant/loan from the Environmental Protection Agency of \$3 million to construct a dual WWTP capable of dealing with both domestic and industrial waste. That updated facility began on-line operations in 1974.

Due to a sharp population growth throughout the 1980's, industrial waste began to again pose a problem. Sanger was found to be in violation of discharge standards a second time, and was issued another Cease and Desist order in June, 1991. The City was given a five year period in which to make improvements and additions to bring the facility into compliance with discharge requirements. Currently, Sanger is in its first year of the five, deemed the "design period". The design period includes the determination of steps Sanger will implement to correct deficiencies in the system.

The schedule established by the Cease and Desist Order requires the City to complete a pilot study of collection and treatment system improvement requirements by March 1, 1991, and to complete preliminary design and environmental review documents by January 1, 1992. The detailed design of improvements must be submitted to the WQCB by July 1, 1992. Construction must begin by November 1, 1992, and be completed by January 1, 1995. In addition, a technical report on the waste water collection system must be submitted by April 15, 1992, describing measures to eliminate cross-connections between the storm water drainage system and the sanitary sewer collection system by January 1, 1994. Cross-connected lines are those which are used for both sewer effluent collection and storm water drainage. The City has pledged that by 1994 storm drainage lines will exist separate from sewer water lines. Currently the combination of the two combines non-toxic waste with the domestic waste system, which creates hydraulic overload of the WWTP during periods of heavy rain, and causes sewage back ups in the collection system.

An additional problem with the Sanger sewer system is the lack of a major trunk line on the east side of town. This severely limits growth in that part of town. Ideally in the near future, a trunk line should be installed between Church and California, east of and parallel to Academy Avenue, to transport effluent directly to the WWTP. The lack of a major collector in the area has forced the City into a no growth situation in that part of town. Once a line is installed, the vacant land in the northeast section of the City could begin to be developed.

The cost of improving the WWTP and collection system will be considerable, estimated at \$25 to \$30 million. The cost of the preliminary design studies and environmental documentation for the project, scheduled for the current fiscal year, will probably exceed \$100,000. The financing of this project has not yet been determined, other than the assumption that user fees and AB 1600 development impact fees will be used to cover the cost to the City. As discussed above, the sewer component of the City's development impact fees amounts to about \$750 to \$1000 per unit for single family development, and about \$500 to \$700 per unit for multi-family development. The related storm drainage component of the fees amounts to about \$640 per single family unit and about \$260 per multi-family unit. These costs have a significant and unavoidable adverse effect on the affordability of housing in Sanger.

Domestic Water Supply System Limitations

Sanger is also experiencing difficulty with its water system. The City currently has 11 wells, all of which are contaminated with Diobromo-Chloropropane (DBCP). DBCP was a commonly used pesticide in the San Joaquin Valley until it was outlawed in the late 1970's. However, after its use was discontinued, DBCP

remained in the soil and has leached into the groundwater, contaminating many wells in several Valley cities. The estimated half-life of DBCP is over 100 years. The State Department of Health Services (DHS) originally set guidelines for contamination standards no more than 1 part per billion. Technological advances concerning the detection of such agents have allowed DHS to reduce the acceptable standard to 0.2 parts per billion. Sanger was able to operate the water system within previous guidelines by carefully monitoring the contamination level in each well and using only the least contaminated water, but now is unable to meet the new standards.

Sanger's inability to bring contamination levels down to acceptable levels led to DHS issuance of a Compliance Order in June, 1991, ordering that certain steps be taken to reduce contamination and prohibiting the approval of new subdivisions. This, in effect, placed a moratorium on all new housing in Sanger. The City requested and was granted a hearing with DHS on the moratorium, the first such meeting of its kind on the subject ever held in the State. As a result, DHS lifted the moratorium and, in turn, Sanger was given a three-year period in which to bring contamination levels into compliance with DHS standards and install Granular Activated Carbon (GAC) filtration systems on all eleven wells. Currently the City Engineer is developing a design for a wellhead filtration system and exploring future well sites. The three year project to improve the City water system will be funded by both user fees and AB 1600 development fees, and by a \$5.3 million state loan. As discussed above, the water component of the AB1600 development impact fees amount to about \$1400 per unit for single family development, and about \$850 per unit for multi-family development. These costs have a significant and unavoidable adverse effect on the affordability of housing in Sanger.

Sewer, Water, and Drainage System Master Plans

Sanger does not have a comprehensive set of master plans for the sewer, water, or drainage infrastructure required to provide services to new development of vacant land or to redevelopment of older parts of the city. This lack is burdensome to city staff since case by case responses must be developed for each development proposal. It is also time consuming and expensive for developers who are asked to propose engineering solutions to questions of infrastructure as part of the project design. The added expense of designing infrastructure to serve new subdivisions adds significantly to the cost of housing and adversely affects the affordability of housing in the City.

The preparation of infrastructure master plans is proposed to occur in the next five years as part of the Capital Improvement Program. The first component of this endeavor will be a Stormwater Drainage System Master Plan, which is scheduled for completion by July 1, 1992. This Plan is a necessary component to the City's response to the Cease and Desist Order which requires the elimination of crossconnections between the stormwater drainage system and the sanitary sewer collection system. It is possible that a master plan for the sanitary sewer collection system will be prepared in the near future as part of the WWTP improvement design which is required by the Cease and Desist Order to be completed by July 1, 1992. The most likely source of funding for the preparation of master plans is the AB1600 development impact fees discussed above.

B. NON-GOVERNMENTAL CONSTRAINTS

Non-governmental constraints are those which are generated by the private sector and which are beyond the control of local governments. A few of the impacts of non-governmental constraints can be mitigated to a minimal extent by local governmental actions, but usually the effects are very localized and have little influence on the total housing need within the jurisdiction.

Availability and Cost of Financing

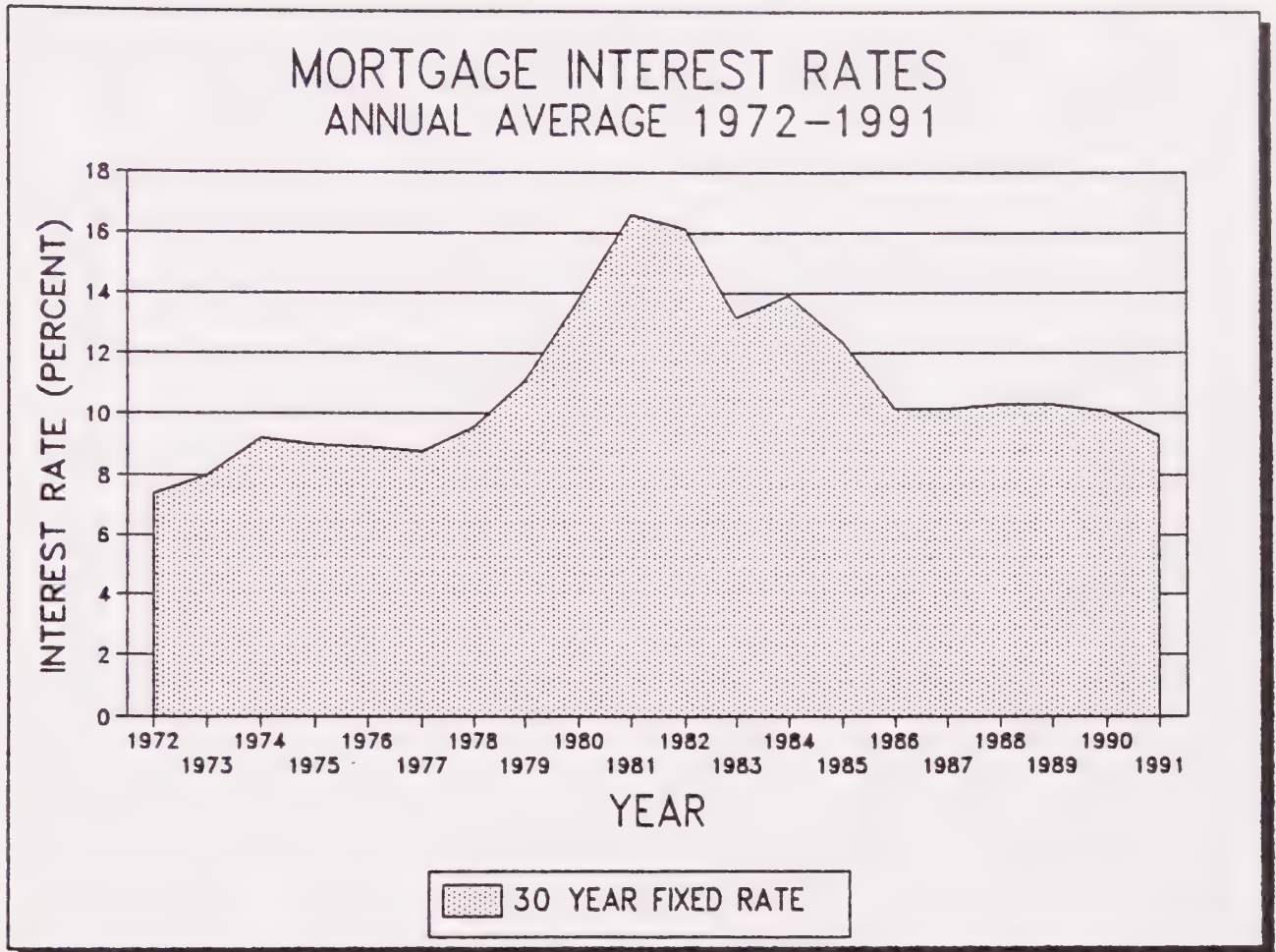
Interest rates for both construction and take-out financing have more impact on the affordability of housing than any other one factor. The interest rate, coupled with the availability of financing, is responsible to a large extent for the increasing number of households which cannot afford home ownership. A 1980 analysis of the components of monthly housing cost for a typical single-family house costing \$60,000, financed at 12 percent for 30 years, indicated that a \$10,000 reduction in land and development costs results in a 16.5 percent reduction in monthly payment while a 4 percent reduction in take-out financing interest rates results in a 24.5 percent reduction in monthly payment.

Local mortgage rates began a rapid upward trend in the late 1970s and nearly doubled in a four year span. Mortgage rates were very high in 1981 and 1982, peaking at about 18 percent and curtailing most housing market activity. The years 1983 thru 1985 saw a lowering of rates to between 12 and 13 percent on average, and a concomitant increase in home sales. Since the adoption of the last Housing Element in 1985, the mortgage rates available to home-buyers in Sanger declined from an average rate for 1985 of 12.4% to an annual average interest rate of 10.2% by 1986. The rates remained stable at that level for the next five years, through 1990. The first quarter of 1991 experienced a further decline in rates to about 9.25%. This is a full percentage point lower than the annual average rate for the preceding five years. Figure 16 charts the annual average rates for a 30 year fixed rate mortgage available in Sanger for the past 20 years.

At the 18 percent peak interest rate, a 90 percent loan on a \$67,000 house required a monthly principal and interest payment of \$ 909 and a gross monthly income of \$2,728 (\$33,736 annual income), based on a 3 to 1 monthly income to mortgage payment ratio. As of January, 1984, the average income household making \$23,900 could theoretically afford a monthly housing payment of \$664 at the 3 to 1 income payment ratio, an amount considerably short of the \$782 payment required for the purchase of a median priced home valued at \$74,350 (1983 median sales price for existing homes) and financed at 13 percent interest with a five percent down payment. It is unlikely that the recent decline in rates will result in rates as low as those available in the early 1970s any time soon. However, whether the rates continue to drop through the balance of 1991 or not, the current cost of financing is considerably more affordable than it was in the early 1980s, and can no longer be considered to be a significant constraint.

The issue of financing availability for housing purchase and improvements is primarily an issue of quality of property and of the ability of applicants to qualify for a loan. The following discussion of financing is based on conversations with a cross-section of local housing experts including realtors, bankers, and local developers. The consensus is that real estate financing is

FIGURE 16



available for the majority of housing development needs. However, in specific instances, it may be limited because of property characteristics or credit characteristics of the individual. A common trend that was cited was that underwriting criteria appears to be more stringent in the wake of the S & L scandal. This is due, in part, to requirements of the secondary market insurers in particular Fannie Mae, Ginnie Mae, and Freddie Mac. There exists various types of lenders ranging from traditional bank institutions to specialized lenders for residential properties. Each has particular underwriting criteria geared toward a certain level of credit risk. Thus, there are different tiers of lenders to deal with various categories of loan types. The range of credit quality varies between high quality, good credit, to weak quality, weak credit. The general rule of thumb is that the weaker the credit, the more expensive the loan.

Historically, the east side of the community (east of Academy Ave.) is the weakest market. Financing is sometimes more difficult for the reasons mentioned above. All areas of the community have access to financing but certain sections of the City may ultimately have a more difficult time qualifying for a loan. Thus they maybe required to pay more for financing. To mitigate the impact of current interest rates, local government would have to find a means of subsidizing those rates for the home buyer or developer, or both. This has been accomplished

primarily through the sale of mortgage revenue bonds in the past, but the present economic situation coupled with changes in federal law governing the issuance of such bonds, makes this alternative difficult, particularly for purchase of single family housing.

There are three banking institutions in the City of Sanger which advertise equity and mortgage financing of the type used for either home purchases or maintenance. Their loan programs are generally similar. All three advertise adjustable and fixed rate financing ranging from equity home loans with no fixed maturity to 15-30 year term financing for home purchasers. Rates are competitive: variable rate loans begin at 7.5% with a 13.5% cap, while fixed rate financing averages 9.0% to 9.25% for 15 year and 9.25%-9.75% for a 30 year term.

During the mid 1970's Legislation was introduced per the Community Reinvestment Act for the purpose of addressing the credit need of lower income neighborhoods. Several California banks have unveiled new home loan programs to participate in this effort. For instance, Bank of America has introduced their Neighborhood Advantage Home Loan Program targeted to lower income areas. This program supposedly allows more flexible guidelines to qualify for home loans. Unfortunately, the City of Sanger does not meet BofA's census population guidelines and the program is not available in Sanger. The community Home Buyers program is a particular CRA program which allow banks to participate with Fannie Mae, a Government Insurer. Fannie Mae sets up special loan criteria for low income areas and local banks then design a program per these guidelines. The banks maintain primary responsibility for the quality of the credit. This program is sponsored with the intent of addressing CRA legislation to meet low income needs. CRA represents an ambitious attempt to address loaning availability in traditionally disenfranchised areas. Unfortunately, none of these bank CRA programs has been utilized in the City of Sanger.

The City of Sanger is doing something unique regarding the Redevelopment Agency (RDA) assistance for new homebuyers and rehab. These RDA dollars are provided directly to the applicant for home purchases or improvement. The primary beneficiaries of these dollars are in the low-moderate income category. In particular, the new home grants are able to assist home buyers with part of their down payment cost. This assists the home buyer with direct financing; lowers the amount they may need to borrow. Approximately 50% of these applicants are within the eastside area. This is a way that the city is able to directly assist homes located in area that might be difficult to qualify for financing. We estimate that approximately 25 homes in the eastside area will receive down payment assistance for home purchases.

Price of Land

According to the California Department of Housing and Community Development, the cost of land represents an ever-increasing proportion of the total housing development cost, although it has much less impact on the maintenance and improvement of existing stock. In 1990, land cost represented an average of 29 percent of the cost of a new home in California. In the City of Sanger, land costs are only six to seven percent of the cost of a new home. This is a very low figure, among the lowest in the State and not much higher than the 5.6 percent figure reported by Suisun City which is the lowest statewide. In 1990, the

average price of land zoned for residential uses was between \$37,000 and \$40,000. Mitigation measures dealing with land costs which are open to local governments include the use of Community Development Block Grant funds to write down land costs and utilization of government-owned, surplus land for housing projects. Neither one of these options may be available to small jurisdictions. In both cases, the kind of housing most likely to benefit is assisted, low-income housing funded through a state or federal program. Since land cost is a relatively small component of housing cost in Sanger, the need to pursue such mitigation measures is not readily apparent.

In Sanger's single family density zones there can be anywhere from 3 to 7 units per acre. The average cost of land in these areas is approximately \$9,100 per unit. In the multi-family zone districts, where densities allowed are between 15 and 40 units per acre, the average price of land is \$1,764 per unit, significantly lower than the single family zones.

Cost of Construction

Rising costs of labor and materials have contributed to the non-governmental constraints to housing development and improvement. These costs were a substantial part of the increased housing costs during the 1980's. Builders passed those increases along to the home buyer or renter. In addition, one of the most significant results of Proposition 13, passed by the voters of California in 1978, was the severe limitation imposed on the development of infrastructure. These costs can no longer be passed on to the taxpayer by the local jurisdiction and must be borne by the developer, who then must pass them along by increasing the cost of housing or rents.

Local governments can utilize Community Development Block Grant funds to write down the cost of construction, the preferred method being the financing of infrastructure improvements. Other methods that can be used to promote the development of affordable housing include higher population densities and/or smaller lot sizes, a reduced level of improvements required of new development, and reduced processing fees and development fees. None of these techniques can be undertaken without careful consideration of the potential impacts. Reduced development standards and increased densities can seriously impact the quality of life and the environment. Reduced processing fees necessitates that the Planning Division Budget be supplemented by the General Fund. Reduced development fees reduces the City's ability to provide needed services and infrastructure. The following chart lists development constraints, mitigation measures, and impacts resulting from the mitigation measure.

MITIGATION OF CONSTRUCTION COST CHART

COST	MITIGATION	IMPACT
1. Land	Allow higher density	Land Use Conflicts
2. Improvements	Reduce Requirements	Increase City Cost/Health & Safety
3. Processing Fees	Reduce fees	Increase City Cost/Reduce Services
4. Development Fees	Reduce Fees	Increase City Cost/Reduce Services
5. Labor	Self Help Housing	No Impact
6. Materials	Cannot mitigate	No Impact
7. Admin. and Profit	Non-profit Agency	No Impact

Life Style

Part of the increase in housing costs during the 1970's was due to consumer preference and life style expectations. The size of the typical single family house increased and other services included in the housing package changed, such as number of bedrooms. All of these life style choices have costs associated with them. The trends emerging now, due to governmental and non-governmental constraints and the resulting increase in housing costs, are towards smaller units, smaller lots, and alternatives to the single family detached dwelling. Although the consumer preference may still tend toward the desire to own a single family home, households are now more willing to accept alternatives to that life style.

Summary of Constraint Costs

Table 27 presents a summary of those constraints to the provision of affordable housing which can be quantified in terms of per-unit cost, for both single family and multifamily housing development. These costs are averages of various developments which have occurred in the City. Not surprisingly, most of these costs are substantially lower per unit for multifamily development than for single family. This indicates that the most affordable housing will be multifamily regardless of the attempts to mitigate constraints. With that in mind, the most effective courses of action to be pursued by the City to provide affordable housing will be aimed at making multifamily housing more liveable, rather than trying to make single family housing less expensive. The City has already taken steps in this direction with recent Zoning Ordinance amendments to require an increased level of amenities in multifamily development. Informal discussions are also occurring between staff and the Planning Commission about the adoption of more formal design guidelines for multifamily development which could further increase the livability of such housing.

Table 27

SUMMARY OF CONSTRAINT COSTS

Type of Fee	Single Family	Multi Family
Permit Processing	\$4,830	\$3,635
Building Permits	\$1,500	\$1,500
Price of Land	\$9,100	\$1,764
Development Fees	\$5,300	\$2,590
	\$20,730	\$9,489



VIII

GOALS, POLICIES, AND OBJECTIVES

The housing goals, objectives and policies set forth in this Plan are intended to serve as general policy guidelines for the City of Sanger. Consistent with State and National housing objectives, these goals, objectives and policies reflect a commitment to provide a decent home and suitable living environment for every individual and family.

GOAL I

To develop through public and private channels, sufficient new housing to insure the availability of affordable housing for all households in Sanger.

Policies

- Facilitate the use of federal or state programs in development of new housing consistent with identified housing needs and adopted plans and programs.
- Accommodate and encourage development of a full range of housing types within the City.
- Continue to negotiate with the County to achieve a tax-sharing agreement that will direct urban development to the city and allow annexations to proceed.
- Maintain a sufficient inventory of developable land to accommodate timely development of needed new housing supplies.
- Promote balanced, orderly growth to minimize unnecessary developmental costs adding to the cost of housing.

Objectives

- Construction of 679 new dwelling units by 1996 to include 476 single family residences and 203 apartment units.

GOAL II

To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and it's environment.

Policies

- Provide that new housing be constructed in accordance with design standards that will ensure the safety and integrity of each housing unit.
- Encourage application of community design standards which will provide for the development of safe, attractive, and functional housing developments.
- Manage new residential development to minimize adverse impacts on the area's natural resource base and overall living environment.

Objective

- Maintenance of community design and improvement standards that will provide for the development of safe, attractive, and functional housing developments and residential environments.

GOAL III

To provide for a choice of housing locations for all residents.

Policies

- Review and update Sanger's General Plan on a regular basis to ensure that growth trends are accommodated.
- Encourage the development of various types of housing opportunities in the City.

Objective

- Designation of sufficient land for residential development and residential reserves to provide 200 percent of the land required for new development through 1996.

GOAL IV

To maintain and improve the quality of the existing housing stock and the neighborhoods in which it is located.

Policies

- Monitor the quality of the housing stock to maintain a current inventory of

all substandard housing units.

- Provide for the removal of all unsafe, substandard dwellings which cannot be economically repaired.
- Encourage development of sound new housing on vacant land within existing neighborhoods which have the necessary service infrastructure.
- Support and encourage all public and private efforts to rehabilitate and improve the existing housing stock.
- Manage development of land within and adjacent to existing neighborhoods to avoid potentially adverse impacts on the living environment.
- Encourage the use of available public and private housing rehabilitation assistance programs in areas where such action is needed to insure preservation of the living environment.
- Facilitate maximum utilization of federal and state programs which can assist lower-income homeowners to properly maintain their dwelling units.

Objectives

- Rehabilitation of an annual average of 17 dwellings for very low and other low income households, through 1996.
- Conservation of all existing dwellings for very low-, low-, and moderate-income households through 1996.

GOAL V

To promote equal access to safe and decent housing for all economic groups.

Policies

- Encourage enforcement of fair housing laws throughout the City.
- Support programs which increase employment and economic opportunities.
- Development of a range of housing types for all income levels in close proximity to existing and planned employment centers in an effort to achieve a jobs-to-housing balance.
- Encourage full utilization of federal and state housing assistance programs which can enable those persons with unmet housing needs to obtain decent housing at prices they can afford.
- Implement development and resource management policies which do not raise the cost of housing beyond the reach of lower-income households.

- Develop record-keeping methods to track the City's accomplishments in meeting it's New Construction Need allocation according to income group.
- Develop record-keeping methods to track the City's accomplishments in meeting it's non-market rate housing need allocation.
- Determine appropriate zone districts for siting emergency shelters and transitional housing services.

Objectives

- Provide housing assistance to 22 existing households (two percent of the existing needy low and very low income households) and to 171 new households (all new needy low and very low income households) by 1996.
- Provide Homeowner assistance annually to an average of 91 very low and other low income households through 1996 as shown in Table 28.
- Provide Rental assistance annually to an average of 84 very low and other low income households by 1996 as shown in Table 29.

GOAL VI

To promote energy conservation activities in all residential neighborhoods.

Policies

- Development of policies and regulations to achieve a high level of energy conservation in all new and rehabilitated housing units.
- Utilization of federal and state programs which assist homeowners in providing energy conservation measures.

Objective

- Amend City ordinances to promote energy conservation.

IX

FIVE-YEAR ACTION PLAN

This chapter sets forth a five-year program of actions necessary to achieve the stated goals. Many of these actions can be accomplished on the local level, whereas others require state and federal action including the funding of various housing programs. The following sections identify the programs necessary to achieve the Housing Element goals. Each program contains a brief overview; a time frame for action; and a listing of responsible agencies and funding sources.

A. PROVISION OF ADEQUATE SITES FOR HOUSING DEVELOPMENT

The available land inventory enumerates vacant by-passed and redevelopable lands that should be developed utilizing existing infrastructure. The City's development policies should be amended to encourage infill. Urban infill would preserve agricultural lands and minimize capital improvement and public service costs. Additionally, the City's land use policies have been developed to provide for fringe area development through cooperation with Fresno County. The County provides for urban development through policies that channel new development to existing urban areas. Because urban development requires an extensive system of services which the City provides and the County does not, development is expedited by annexation. The major tool used in protecting the future growth areas of the City is County zoning with a sufficient minimum lot size (20 acres) to preclude development to wasteful lot sizes. Such zoning also encourages the productive agricultural use of the property up to the time of development.

Action Plan

1. Sanger will pursue an equitable resolution of the ongoing revenue sharing agreement issue with the County.

Year:	1991-1992
Responsible Agency:	City of Sanger/County of Fresno
Funding Source:	General Fund

2. The City will pursue a Sphere of Influence revision to facilitate the annexation of land designated for urban use by the 1988 General Plan.

Year:	1992-1993
Responsible Agency:	City of Sanger, Development Services Department
Funding Source:	General Fund

3. The City will pursue annexation of reserve areas within the City's planned urban area to provide the land necessary to accommodate housing needs as the demand occurs.

The County of Fresno holds unincorporated land within the City's planned urban area in reserve, zoning it as Limited Agriculture with a minimum parcel size of twenty acres. This keeps the land in parcel sizes which can accommodate future urbanization and precludes the development of uses incompatible with urban development. These reserve areas constitute the major inventory of sites for future housing and must be annexed to the city for development.

Year: 1991-1996, Ongoing as housing needs occurs
Responsible Agency: City of Sanger, Development Services Department
Funding Source: General Fund

4. Sanger will prepare a five year land use plan update. This plan will set aside sufficient land area to meet future residential needs through 1996. Land reservation will be approximately 200 percent of need in order to allow sufficient land choice and inhibit inflated values due to potential monopoly of growth areas.

Year: 1992-1993
Responsible Agency: City of Sanger, Planning Division
Funding Source: General Fund

5. The City will investigate ways to encourage urban infill. In this study current development policies will be analyzed and programs formulated for providing incentives. Zoning Ordinance amendments to consider smaller lots and/or higher densities will be included in this effort and the largely unsuccessful programs and policies now in place will be reexamined.

Year: 1992-1993
Responsible Agency: City of Sanger, Planning Division
Funding Source: General Fund

6. The City will prepare Infrastructure Master Plans to identify and resolve sewer, water, and drainage infrastructure and service limitations which inhibit housing development.

Year: 1991-1996
Responsible Agency: City of Sanger, Development Services Department and Public Works Department
Funding Source: CDBG/RDA Tax increment

7. The City will identify programs and resources to address short-term and long-term infrastructure improvement needs.

Year: 1991-1996
Responsible Agency: City of Sanger, Development Services Department and Public Works Department
Funding Source: CDBG/RDA Tax increment

B. PROVISION FOR VERY LOW-, LOW-, AND MODERATE-INCOME HOUSING

The high correlation between income deficiencies and housing problems indicates the need to develop the means to assist low-and moderate-income households. Although government subsidized housing programs will continue to be instrumental in improving the living conditions of those households, other actions are also essential to deal with these needs. The profile of Sanger's housing need presented earlier indicates that moderate income households are not as seriously in need of housing assistance as are low and very low income households. For this reason, most of the housing programs presented below target low and very low income households rather than those of moderate income.

In addition to the challenge of meeting current housing needs, provision must also be made to satisfy the housing needs of the future population. Production is primarily dependent upon the ability of households to afford to pay for housing. Unless the economic profile of the future population is significantly different from the current regional population, it is reasonable to expect that many of the newly-formed households will have deficient incomes. Many of these lower income families will be unable to satisfy their housing needs through the normal housing market, making government assisted housing programs essential and supporting the need for economic development activities which produce new jobs.

In the past 30 years, private industry has been unable to produce housing affordable by the lower-income family. Current trends indicate that other segments of the housing market may present similar problems in the future. Evidence indicates that moderate-income families are finding it increasingly difficult to satisfy their housing needs in today's market. Since 1970, it is estimated that the rates of increase in rental cost and sales prices have been twice as great as the increase in median income. Should the income-to-cost disparities continue to increase in the years ahead, the ability of the housing industry to produce affordable housing for this large segment of Sanger's population may be seriously diminished.

Although state and local governments, as well as private industry, have important roles in the provision of assisted housing, federal funding of existing and new housing programs is essential to the provision of assisted housing for very low, low, and moderate-income households. Without that resource, the ability of local government to address the housing needs of these income groups is very limited. In the past several years the funding provided by the federal government has diminished alarmingly and local government is facing a situation in the near future where there may be no resources at all to assist the very low and low-income groups. Only a change in state and national priorities will alleviate this problem.

Housing assistance provided by federal and state programs falls into two categories: assistance to homeowners and assistance to renters. Within each of these categories, programs address either construction of new housing units or use of existing units. Some programs assist the individual or family while others assist the owner or developer.

The Housing Authority operates 2,021 units of conventional low-rent housing, and 4,700 units under the Section 8 Existing Housing Program. In addition, the Housing Authority operates 204 units of permanent farm labor housing and 180

units of migrant farm labor housing. In the City of Sanger there are 134 units of Housing Authority-operated public housing units and 191 Section 8 Certificates. The Housing Authority functions in the capacity of a developer and manager of low-rent housing facilities. It has the responsibility for planning, financing, constructing, purchasing, leasing, and managing properties and dwelling units encompassed by a variety of low-rent housing programs. By virtue of its ownership or leasehold interest in various properties, the Housing Authority performs all the functions of a private owner, including selecting tenants, collecting rents, maintaining properties, and a myriad of related activities.

The Fresno County Department of Community Development administers the HUD Community Development Block Grant (CDBG) Program for Sanger. An annual objective for housing assistance is incorporated in the Housing Assistance Plan. This does not represent that Department's programs entirely, but incorporates expectations from various public assistance programs as defined by the Federal Department of Housing and Urban Development (HUD) and the State of California.

Sanger Redevelopment Agency

The Sanger Redevelopment Agency (RDA) has begun to assume greater prominence in community development and housing issues. The thrust of redevelopment combines public entrepreneurship with private investment to improve the community. Redevelopment seeks to spur economic development and jobs creation to offset blight and improve housing. Once a redevelopment plan is approved, future increases in property tax revenues accrue directly to the RDA. State regulations require that 20 percent of this tax revenue be used to provide affordable housing for Low and Moderate Income households. This is referred to as the Housing Set-Aside Fund.

The Sanger RDA was officially approved in late 1983. Since then, the Agency has been involved in at least four new business relocations into Sanger that have resulted in approximately 300 new jobs in the community. The impact of the RDA's presence in the area of housing is just beginning to be felt. Set-Aside revenues have been accruing to the Agency since the adoption of the original RDA plan in 1983. As of the fiscal year ending June 1990, the RDA had accumulated approximately \$330,000 in the Housing Set-Aside Fund mentioned above. The RDA's impact on housing up to this point had been relatively minor, since few dollars had accumulated in the prior years.

The significance of these housing Set-Aside dollars is that they are a source of funding to directly deal with community housing needs. The impact of this is best measured by reviewing the housing activities covered in the 1984 Housing Element. The amount of direct assistance to households during this period was relatively modest. Total homes directly assisted during the previous five year period via existing programs totalled less than 40 households. CDBG funding was available, however the emphasis of these dollars was to provide infrastructure improvements rather than direct assistance to households. For example, a portion of last year's CDBG funds were used to construct sewer and water infrastructure to serve twenty homes in a blighted corner of town.

As these RDA funds have increased, the city is able to apply these dollars directly. This is a significant event attributable to the success of the RDA. The

impact of these dollars during the last year has been significant. In comparison, during the one year period between July 1990 and June 1991, 34 households were directly assisted by RDA Housing Set-Aside Funds. These funds were drawn from the \$330,000 previously mentioned. The number of households assisted during the last year almost eclipses the total number of homes assisted in the earlier five-year period of the Housing Element. The present programs of the RDA work in one of two ways:

A. Home Rehabilitation Revolving Loan Fund

Qualified Moderate and Low Income homeowners may apply for loans up to \$8,000 dollars to correct problems relating to substandard housing. Since the inception of the program in July 1990, approximately 12 homes have been assisted.

B. New Home Grant Assistance

Qualified Moderate and Low Income home purchasers can apply for grants up to \$5,000 to assist with down payment costs of a new home. This lowers the amount a family must borrow and accordingly makes it more possible to qualify for a loan. Since the inception of the program beginning July 1990, approximately 22 households have been assisted.

The preceding discussion of the recent history of the RDA focuses on the increasing importance of the RDA Low and Moderate Income Housing Set-aside Fund as a means to address Sanger's housing needs. This has given more prominence to the RDA. The City has been undertaking a review of housing needs in order to establish housing policy to direct RDA activities in this area. Listed below are the proposed RDA policies to specifically deal with Low and Moderate housing Set-Aside Funds.

1. The Low and Moderate Income Housing Fund shall be utilized for addressing the blighted housing conditions throughout all areas of the City; and, further, to increase the supply of housing for families and persons of Very Low, Low, and Moderate income.
2. The Housing Set-Aside funds shall be used to assist Low and Very Low income persons and families in at least the same proportion as the City's affordable housing needs (AB 2080). The updated Housing Element of the City of Sanger calculates this distributions as:
 - 67% towards Very Low income
 - 23% towards Low income
 - 10% towards Moderate income
3. The rehabilitation of substandard housing throughout the City will benefit the Redevelopment Project areas of the City. Further, it is in the public interest to use Agency funds to encourage Low and Moderate Income households in all areas of the City to rehabilitate and improve their properties so as to eliminate dangerous, hazardous and substandard conditions.

4. The Low and Moderate Income Housing Fund shall be equally divided between rehabilitation of existing substandard housing for Very Low and Low income households and new residential housing for Very Low and Low income renter and homeowner households.

The first policy addresses the general issue of blight. The succeeding policies focus on rehabilitation particularly to Low and Very Low income categories. These policies were developed by several bodies including a community Economic Development Commission, city staff, and the present city council. Realizing that two housing programs are already in place, the present citizens commission would like to stress a continuing emphasis on rehabilitation. These programs reflect approximately \$200,000 from the original fund balance of \$330,000. New funds will be directed in accordance to the following priorities, as proposed by the citizens commission:

1. Unsafe properties - Emphasis on removal and replacement of deteriorating and dilapidated residential structures. Impacts Low and Very Low income groups, primarily renters.
2. Emergency Shelter - Emphasis on providing shelter for relocated or displaced households. Impacts Low and Very Low income groups, primarily renters and farmworkers.
3. Rehabilitation housing improvement - Emphasis on rehabilitation and improvement of renter and owner occupied substandard structures. Impacts Very Low and Low income groups.
4. New Home Buyer Assistance. Impacts Very Low, Low, and Moderate income groups.

These are not necessarily the final housing policies and priorities of the City. The present emphasis derives in large part to the prominence of the RDA and its present programs. Therefore the City has sought to determine general policy for the agency and then determined priority for the use of housing dollars. The Housing Element addresses a larger universe of needs than indicated by existing policies. These policies could change depending on circumstances. The advantage we now have in comparison to the prior years is that dollars are being created which will help plan to address specific needs. Aside from these annual tax increment dollars, another inherent advantage with the RDA is the ability to finance special or major projects via tax exempt or other bond finance methods. These methods will be used to address special targeted housing projects requiring large dollar investment.

It is apparent that public dollars to address the full range of community needs have been decreasing. The national and state housing programs that could provide dollars to support these projects have become more restrictive. Aside from showing the need for assistance, municipalities which apply for these programs must also contribute local funding to the process. The use of Housing Set-aside funds in combination with external bond financing provides an additional advantage to work with those other governmental agency community development programs. Listed below is a brief RDA program budget forecast for the next five year period:

YEAR 1991-92

TYPE	RDA BUDGET ¹	OTHER FUNDING ²	GROUPS ASSISTED	DWELLING UNITS/YR
SFR Renab.	\$169,000		Very Low, Low	10
SFR Renab.		CHRP-O \$250,000	Very Low, Low	20
Summer Paint	\$5,000		Very Low, Low	20
Fire Alarm	\$1,000		Very Low, Low	75
SFR Grant	\$150,000		Very Low, Low, Mod.	40
Emerg. Shelter-A	\$30,000		Very Low, Low	12
Emerg. Shelter-B		Sanger \$8,000	Very Low, Low	12
Total	\$355,000	\$258,000		189

YEAR 1992-93

SFR Rehab.	\$184,000		Very Low, Low	10
Summer Paint	\$5,000		Very Low, Low	20
Fire Alarm	\$1,000		Very Low, Low	75
Emerg. Shelter-A	\$5,000		Very Low, Low	12
Emerg. Shelter-B		Sanger \$8,000	Very Low, Low	12
Total	\$195,000	\$8,000		129

YEAR 1993-94

Seniors Rental	\$187,000	Bonds - \$1.5 MM	Very Low, Low, Mod.	50
Summer Paint	\$5,000		Very Low, Low,	20
Fire Alarm	\$1,000		Very Low, Low,	75
Emergency Shelter-A	\$5,000		Very Low, Low	12
Emergency Shelter-B		Sanger \$8,000	Very Low, Low	12
Total	\$198,000	\$1,508,000		169

YEAR 1994-95

Seniors Rental	\$191,000		Very Low, Low, Mod.	50
Summer Paint	\$5,000		Very Low, Low	20
Fire Alarm	\$1,000		Very Low, Low	75
Emergency Shelter-A	\$5,000		Very Low, Low, Mod.	12
Emergency Shelter-A		Sanger \$8,000	Very Low, Low, Mod.	12
Total	\$202,000	\$8,000		169

YEAR 1995-96

Farmworkers SRO	\$100,000	Bonds - \$1.5 MM	Very Low, Low	50
Seniors Rental	\$100,000		Very Low, Low, Mod.	50
Summer Paint	\$5,000		Very Low, Low	20
Fire Alarm	\$1,000		Very Low, Low	75
Emergency Shelter-A	\$5,000		Very Low, Low	12
Emergency Shelter-B		Sanger \$8,000	Very Low, Low	12
Total	\$211,000	\$1,508,000		229

(1) For 1991-92 reflects approx. \$180,000 carryover and \$175,00 in new revenue. Forecast revenue for succeeding years as follows: 92-93: \$184,000; 93-94: \$198,000; 94-95: \$202,000; 95-96: \$211,000

(2) Reflects funds available through other programs or bond financing which could be arranged RDA.

Action Plan - Assistance to Homeowners

See Table 28 for the quantified homeowner assistance objective, the achievement of which is dependent on availability of State and Federal funding and various actions by the Housing Authority and the County of Fresno.

1. The Sanger Redevelopment Agency will continue its partnership with the Sanger Unified School District to build at least one house per year to be sold to an eligible low income family.

Year: 1991-1996
Responsible Agency: Sanger RDA and Sanger Unified School District
Funding Source: Tax Increment Financing

2. The City of Sanger and the Sanger Redevelopment Agency will continue to provide low interest loans to low income home-buyers.

Year: 1991-1996
Responsible Agency: Sanger Development Services Department
Funding Source: Tax Increment Funding

3. The City of Sanger will continue to provide and install a smoke detector free of charge to low and very low income families.

Year: 1991-1996
Responsible Agency: Sanger Fire Department
Funding Source: Community Development Block Grant Funding

4. The City of Sanger and the Sanger Redevelopment Agency will continue to offer New Home Payment Assistance to qualified low income families in the form of grant funds for the initial down payment on homes in Sanger. For an existing previously owned home, the grant amount will be for up to 5% of the "fair market value" of the residence. For the purchase of a newly constructed home, the grant amount will be no more than the City's Development fees.

Year: 1991-1996
Responsible Agency: Sanger Development Services Department
Funding Source: Tax Increment Funding

5. The City of Sanger and Sanger Redevelopment Agency will work with housing developers on urban in-fill projects which will provide low and moderate income housing opportunities. The Agency's participation may include writing down land costs, provide assistance with off-site improvements or development fees, search for sites, and provides other forms of subsidies.

Year: 1991-1996
Responsible Agency: Sanger Development Services Department
Funding Source: Tax Increment Funding

6. The Sanger Redevelopment Agency will continue to work with non-profit organizations to build houses in Sanger to be sold to eligible low income

households. To assist with these programs, the Agency may write down land costs, provide assistance with off site improvements or development fees, search for sites, or provide other forms of subsidies.

Year: 1991-1996
 Responsible Agency: Sanger Development Services Department
 Funding Source: Tax Increment Funding

TABLE 28
 QUANTIFIED ANNUAL HOUSING OBJECTIVES
 ASSISTANCE TO HOMEOWNERS

AGENCY/PROGRAM	New/ Existing	Unit Type	Program Type	Groups Assisted	Dwelling Units/Yr.
CHRP-Owner	Existing	SFR	Rehab Loan	VL, L,	4
RDA Rehab	Existing	SFR	Rehab Loan	VL, L	5
RDA New Home	New	SFR	Loan	VL, L	8
RDA/SUSD	New	SFR	New Const.	VL, L,	1
RDA/Summer Paint	Existing	SFR	Rehab Assistance	VL, L	20
City Fire Alarm	Existing	SF/MF	Install Alarm	VL, L	53
TOTAL ANNUAL HOMEOWNER ASSISTANCE GOAL					91

SF - Single-family Residence
 MF - Multi-family Residence
 VL - Very Low Income Household
 V - Other Low Income Household
 M - Moderate Income Household

Action Plan - Assistance to Renters (Except Special Needs Groups)

See Table 29 for the quantified objectives, the achievement of which is dependent on availability of State and Federal funding and various actions by the Housing Authority and the County of Fresno.

1. The City of Sanger will support the Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program which provide rent subsidies directly to participants, and will support that agency's attempts to secure funding for expanded programs.

Year: 1991-1996
 Responsible Agency: Housing Authorities of the City and County of Fresno
 Funding Source: Federal Department of Housing and Urban Development

TABLE 29
QUANTIFIED ANNUAL HOUSING OBJECTIVES
ASSISTANCE TO RENTERS

AGENCY/PROGRAM	New/ Existing	Unit Type	Program Type	Groups Assisted	Dwelling Units/Yr.
HUD Section 8	Existing	SF	Rent Subsidy	VL, L	10
HUD Section 8 Rehab	Existing	SF, MF	Rent Subsidy	VL, L	2
RDA Rental Rehab	Existing	SF, MF	Rehab Loans and Grants	VL, L	5
HUD Section 202	New	SF, MF	New Construction	VL, L	5
RDA Senior Housing	New	MFR	New Const.-Elderly	VL, L, M	30
RDA/Fa. Hannable	Existing	SF, MF	Farmworker Rent Subsidy	VL, L	10
City Fire Alarm	Existing	SF, MF	Install Alarm	VL, L	22

TOTAL ANNUAL RENTER ASSISTANCE GOAL84

SF - Single-family Residence
MF - Multi-family Residence
VL - Very Low Income Household
V - Other Low Income Household
M - Moderate Income Household
MF - Multi-family Dwelling

2. The City of Sanger will consider formulation of a program to provide funding to Christian Outreach and the Father Hannibal House to be used to provide rental assistance for farmworkers.

Year: 1991-1992
Responsible Agency: Sanger Development Services Department
Funding Source: RDA Tax increment

3. The City of Sanger will work with and assist those developers who are willing to provide very low-income and low-income rental housing. Sanger will take all actions necessary to expedite processing and approvals for such projects.

Year: 1991-1996
Responsible Agency: Private Developers/Sanger Planning Division
Funding Source: General Fund

4. The City of Sanger will take steps to employ a housing specialist or enter into a contract with the Fresno County Housing Authority for housing program administrative services.

Year: 1991-1992
Responsible Agency: Sanger Development Services Department/HUD
Funding Source: HUD/RDA Tax increment

5. Sanger will sponsor workshops in conjunction with the Housing Authority to inform rental property owners, landlords, and property managers about the benefits of participating in the Section 8 program.

Year: 1991-1996
Responsible Agency: Sanger Development Services Department
Funding Source: Tax Increment Funds

6. The City of Sanger will establish a rental rehabilitation program.

Year: 1992-1996
Responsible Agency: Sanger Development Services Department
Funding Source: Tax Increment Funds

7. The City of Sanger will continue to provide and install a smoke detector free of charge to low and very low income families.

Year: 1991-1996
Responsible Agency: Sanger Fire Department
Funding Source: Community Development Block Grant Funding

C. HOUSING REHABILITATION AND CONSERVATION

Although the assessment of current housing needs indicates that the majority of Sanger's population is adequately housed, it also clearly illustrates that a large number of families are currently experiencing housing quality problems. Based on the inventory of substandard housing, more than 600 families within the City are currently living in substandard housing conditions. This survey addressed only single family dwellings. It is likely that multi-family dwellings have a lower incidence of substandard condition due to the age of the units.

Age of the housing stock is one primary cause of substandard conditions. Another is that many dwellings were built prior to local building codes and planning regulations, allowing many to be constructed without proper safety features or located in areas subject to natural hazards. In other cases, lack of planning permitted housing development without supportive services and facilities.

Housing conservation is necessary to protect the stock of affordable housing units for very low, low, and moderate income households from being converted to other uses not benefiting lower income groups (i.e. commercial and industrial uses or housing for higher income groups).

Action Plan - Housing Rehabilitation and Conservation

1. All housing units being constructed, rehabilitated, expanded, or relocated will be inspected by the City Building Division which enforces the Uniform

Building Code and several related sub-codes, such as the Plumbing and Electrical Codes, pursuant to the State Housing Law. The building code is enforced through the issuance of a permit prior to building activity.

Year: 1991-1996
Responsible Agency: Sanger Building Division
Funding Source: Building Permit fees

2. The City of Sanger will continue the existing Home Rehabilitation Revolving Loan Fund to provide no-interest loans to qualified low and very low income homeowners for housing rehabilitation, up to a maximum of \$8,000 for 20 years.

Year: 1991-1996
Responsible Agency: Sanger Redevelopment Agency
Funding Source: Tax Increment Financing

- 3 The City will continue to offer housing rehabilitation assistance to low income homeowners through the Sanger Housing Improvement Program and Summer Painting Program

Year: 1991-1996
Responsible Agency: Sanger Redevelopment Agency
Funding Source: Tax Increment

4. The City will apply to the California Housing Rehabilitation Program-Owner Occupied Housing for funds to assist low income homeowners with housing rehabilitation, and seek to make arrangements with a qualified agency to administer the necessary loan program.

Year: 1991-1992
Responsible Agency: Sanger Redevelopment Agency
Funding Source: California HCD, Proposition 77

5. The City of Sanger and Fresno County will continue to enforce the Housing Code which provides minimum health and safety standards for the maintenance of the existing housing supply. These standards are intended to provide for the safe and sanitary housing that is fit for human habitation. The Environmental Health System of Fresno County Health Department has the authority for enforcing Housing Code violations. The enforcement of the Housing Code is normally handled on a passive basis in response to complaints. Approximately 1,500 residential structures are annually inspected, county-wide, as a result of complaints or referrals. The Housing Code mandates that health and safety deficiencies be corrected in accordance with construction standards that were in effect at the time the structures were built; for housing units that were built prior to the adoption of local codes, inspectors use a great degree of judgement in applying the Housing Code, especially with regard to problems not directly causing a health or safety risk. In cases where property owners refuse to correct deficiencies, enforcement of the Housing Code relies on civil sanctions.

The Environment Health System also offers voluntary "service request" inspections to interested residents. These courtesy housing

inspections are intended to point out any hazardous situations and inform the resident of the remedies needed and assistance which is available.

Year: 1991-1996
Responsible Agency: Fresno County EHS, Sanger Building Division
Funding Source: General Fund

6. The City will investigate the feasibility of a program which would require developers who remove a residential structure from the housing market through demolition to replace that lost housing unit or pay an in-lieu replacement fee which would be deposited into a fund to be used for affordable housing construction.

Year: 1991-1992
Responsible Agency: Sanger Redevelopment Agency
Funding Source: General Funds and Tax Increment Funds

7. The City will review its policies related to housing conservation and will adopt new policies and procedures where necessary. This will include, not be limited to, new standards for apartment and mobile home park construction as well as conversions of apartments and mobile home parks into condominiums.

Year: 1994-1995
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

8. The City will develop a Crime Prevention Program to conserve the residential environment of the City. This program will train Community Service Officers (CSO's) in crime prevention, consisting of certified courses on Basic Crime Prevention (76 hours), Crime Prevention Program Development (24 hours), and Advanced Crime Prevention-Environmental Design (40 hours). The crime Prevention Unit will develop Neighborhood Watch groups throughout the city. After course completion, a comprehensive crime prevention program, including environmental design, will be implemented. The Environmental Design Program will focus on site plan review of residential and commercial structures with recommendations, review of building codes, and inspections of existing structures with recommendations for improvement.

Year: 1994-1995
Responsible Agency: Sanger Police Department
Funding Source: General Fund

9. The City will conduct a city-wide survey of multi-family housing quality in order to provide a basis for addressing deficiencies.

Year: 1991-1992
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

D. HOUSING TO ACCOMMODATE SPECIAL NEEDS

Individuals and households with "special needs" are those whose housing requirements go beyond just a safe and sanitary dwelling at an affordable price and include either unique physical or sociological requirements, or both. Included in this category are senior citizens and handicapped persons, who have particular physical needs as well as sociological needs unique to their group; large families, who need four, five, or more bedrooms in a dwelling; farmworkers, who move from one location to another for all or part of the year; and families with female heads of household, who suffer a unique form of discrimination as well as having needs related to location and size of unit.

Not all persons and households with "special needs" are in the lower-income groups, but it can be safely assumed that with sufficient income available, these special needs can be satisfied. Special needs groups with low or limited incomes are those targeted by the action plan. All programs listed in the prior section also assist those individuals and households with special needs.

Action Plan - Housing To Accommodate Special Needs

1. The City of Sanger will encourage non-profit sponsors to make application for HUD Section 202 allocations for construction of rental housing for seniors and handicapped and will take all actions necessary to expedite processing and approval of such projects.

Year: 1991-1996
Responsible Agency: Non-profit Sponsor
Funding Source: Federal Department of Housing and Urban Development.

2. The City of Sanger will support the Housing Authority's continued implementation of the Economic Opportunity Act of 1964 which provides federal funds for the purpose of developing and operating programs which will meet the special needs of the migratory agricultural workers and their families by providing housing, sanitation, education and day care of children. (Through an agreement between the Housing Authority of Fresno County and the State of California Housing and Community Development Department, the Agency operates 48 units of migrant farm labor housing in Raisin City and 131 units in Parlier, and 64 in Firebaugh. These units are restricted to migrants and are occupied from April to October each year.)

Year: 1991-1996
Responsible Agency: Housing Authority of the City and County of Fresno
Funding Source: EOC funds

3. The City of Sanger will issue an RFP/RFQ for the development and operation of a senior citizen housing complex by a qualified public or private developer.

Year: 1991-1992
Responsible Agency: Sanger Economic Development Division
Funding Source: Tax Increment Financing

4. The City of Sanger will establish a program to install wheelchair ramps at all curb radii and complete the installation of sidewalks, curbs and gutters in older parts of town which lack such facilities.

Year: 1991-1996
Responsible Agency: Sanger Public Works Department
Funding Source: Tax Increment and Assessment District Financing

5. The City will continue its working relationship with Fresno County EOC and the Christian Outreach Center to further efforts in dealing with the issue of emergency shelter. One of the ways the City will accomplish this is by the utilization of City-owned land to create emergency shelters.

Year: 1991-1992
Responsible Agency: Development Services Department and Sanger RDA
Funding Source: RDA Tax Increment, EDC Funds, and State Dept. of HCD

6. The City will issue an RFP/RFQ for the development and operation of a farmworker family and/or Single Room Occupancy (SRO) housing complex by a qualified public or private developer.

Year: 1991-1996
Responsible Agency: Sanger Economic Development Division
Funding Source: Tax Increment Financing and California Dept. of Housing

7. The City of Sanger will pursue the approval of a referendum measure to provide Article 34 authority for the construction of up to 500 units of subsidized elderly, large family, and farm worker housing.

Year: 1992-1996
Responsible Agency: City of Sanger
Funding Source: General Fund

8. The City of Sanger will encourage the State Department of Housing and Community Development to conduct a study of impediments to the provision of farm worker housing. This study should address such issues as the responsibility of the agricultural industry to participate in the solutions to the problem and the equitable distribution of tax revenues between cities and counties.

Year: 1991-1996
Responsible Agency: City of Sanger
Funding Source: General Fund

E. REMOVAL OF CONSTRAINTS

Many factors effect the ultimate cost of housing to the consumer, be it rental units or housing for homeownership. Those factors which either prevent construction or raise the cost of construction or improvement of housing can be considered constraints. Some of these constraints are the result of governmental

actions, policies, regulations, and standards, and some are non-governmental market factors. However, governmental and non-governmental constraints are interrelated and each effects the other, so action programs which effect one group can affect the other. To address governmental constraints, the City of Sanger needs to analyze carefully fees, land use controls, building codes requirements, and site improvement standards, to determine if they are constraints and then, whether or not those constraints are necessary for reasons such as health and safety or environmental considerations, and finally how the constraints could be removed. Non-governmental constraints are beyond the control of local government and cannot generally be mitigated by local government action except on a very localized basis.

Action Plan - Governmental Constraints

1. The City of Sanger will study the City's development fees to determine whether or not they constitute constraints to development and/or improvement of housing, and will consider ways to minimize such constraints while still providing the necessary funding for infrastructure improvements.

Year: 1991-1992
Responsible Agency: Sanger Development Services Department
Funding Source: General Fund

2. The City will study the City's filing fees to determine whether or not they constitute constraints to development and/or improvement of housing, and will consider ways of minimizing such constraints while still providing funds necessary to support the operation of City government.

Year: 1992-1993
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

3. The City will analyze recent changes in the General Plan and the Zoning Ordinance which provide density bonuses for low and moderate income housing, and allow second dwellings on single-family lots; to identify the impact these changes have had on the housing availability and affordability; and to identify problems which limit their effective impact on housing need.

Year: 1993-1994
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

4. The City will analyze current land use policies and controls to determine whether or not they constitute constraints and to consider modifications which provide for smaller lot sizes, mix of lot sizes, density transfer, zero-lot-line housing, and other approaches to reducing governmental constraints.

Year: 1994-1995
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

5. The City will analyze site improvement standards in the RM 2.5 Zone District including densities, setbacks, on-site parking and open space, and square foot minimums, and will formulate appropriate modifications to address the various problems which have developed in older parts of town since this zoning was applied as a means of encouraging private redevelopment.

Year: 1995-1996
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

6. The City will study the concept of exchanging density for the inclusion of non-market rate housing units.

Year: 1991-1992
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

7. The City will develop a procedure for using specific plans and Master Environmental Assessments as a means of reducing processing time for housing projects.

Year: 1991-1996
Responsible Agency: Sanger Planning Division
Funding Source: General Fund and/or Developer contribution

8. The City will monitor current property development standards, and land use policies, to determine whether or not they constitute constraints and to consider modifications which remove unnecessary constraints.

Year: 1991-1996
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

9. The City will monitor site improvement standards such as setbacks and lot size, and consider modifications which remove unnecessary constraints.

Year: 1991-1996
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

10. The City will consider revisions to the Zoning Ordinance to define Site Plan Reviews for multifamily housing as ministerial actions which are subject to staff level approval which is appealable to the Planning Commission.

Year: 1992-1993
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

11. The City will design and construct improvements to the Wastewater Treatment Plant to achieve compliance with discharge requirements required by Cease and Desist Order #91-038.

Year: 1991-1995
Responsible Agency: Development Services and Public Works Departments
Funding Source: user fees, development fees, and bonds

12. The City will design and construct improvements to the storm water drainage system and waste water collection system to eliminate cross connections as required by Cease and Desist Order #91-038.

Year: 1991-1995
Responsible Agency: Development Services and Public Works Departments
Funding Source: development fees

13. The City will design and construct a well-head treatment program to remove DBCP contamination from the municipal water supply as required by Compliance Order #91-091.

Year: 1991-1994
Responsible Agency: Development Services and Public Works Departments
Funding Source: development fees, State loan

14. The City will explore mechanisms for funding the installation of a sewer trunk line and lift station to serve the east side of town.

Year: 1991-1996
Responsible Agency: Development Services and Public Works Departments
Funding Source: Bonds/State Loan

15. The City will revise the General Plan to establish a series of Specific Plans for areas of new residential development and will prepare and certify an Environmental Impact Report for each Specific Plan so that residential development consistent with the Specific Plan will be exempt from further environmental review pursuant to Section 15182 of the State CEQA Guidelines. In this manner, the requirement that each project pay environmental fees to the State Department of Fish and Game can be avoided.

Year: 1992-1996
Responsible Agency: Sanger Planning Division
Funding Source: Developer fees

Action Plan - Non-Governmental Constraints

1. The City of Sanger will implement the density bonus requirements in state law which provide for a 25 percent density bonus to housing projects which contain 25 percent affordable housing.

Year: 1991-1996
Responsible Agency: Sanger Planning Division
Funding Source: General Fund

2. The City will research alternate methods of financing for low income households homeownership opportunities.

Year: 1991-1996
Responsible Agency: Sanger Economic Development Division
Funding Source: Tax Increment Funds

3. The City will encourage the use of "sweat equity" and non-profit agency involvement as means of reducing labor other overhead costs.

Year: 1991-1996
Responsible Agency: Sanger Economic Development Division
Funding Source: Tax Increment Funds

F. PROMOTION OF EQUAL HOUSING OPPORTUNITIES

Although essential to meeting housing needs, the provision of a sufficient number of dwelling units will not in itself ensure that the entire population will be adequately housed. A large segment of the population is living on very low incomes. As housing costs have risen in recent years, many of these households have been forced to apply an excessive amount of their budget to housing costs. In order to remain in the house of their choice, some residents, such as the elderly, pay such a large portion of their income on housing that they are unable to purchase other basic living necessities. In the case of the large family, lack of sufficient income usually restricts housing choice to the least expensive dwelling which is usually inadequate for their needs and frequently deficient in quality and size. For many other households who have sufficient income to purchase quality housing, choice of housing location is still frequently denied because appropriate housing at acceptable cost is not adequately dispersed throughout the County or within individual communities.

Although inadequate distribution of affordable housing within a community or region is an important constraint to choice, discrimination due to race, religion, or ethnic background is an equally significant factor affecting equal housing opportunity. Actions which result in illegal discrimination in the renting or sale of housing violate state and federal laws and should be reported to the proper authorities for investigation. The agency responsible for investigation of housing discrimination complaints is the State Department of Fair Employment and Housing. The County Department of Weights, Measures, and Consumer Protection will handle complaints not accepted by that agency.

In 1981 the Fresno County Board of Supervisors appointed a special Task Force charged with the determination of whether housing discrimination exist in Fresno County. The findings of that Task Force show that the major need is for better public education. The Community Housing Leadership Board (CHLB), set up by the Building Industry Association, is responsibility for improving education and awareness in relation to fair housing. This organization sponsors an annual Fair Housing Month in Fresno County which focuses on public education.

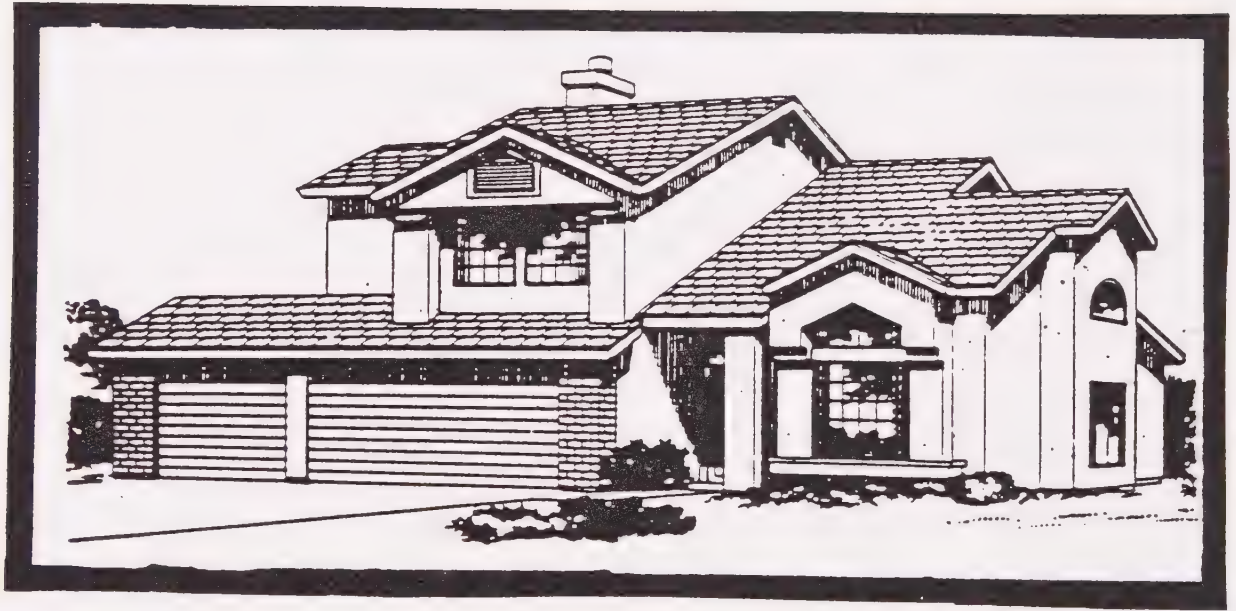
Action Plan - Equal Housing Opportunity

1. The City of Sanger will direct residents with discrimination complaints to the State Department of Fair Employment and Housing or to the County Department of Weights, Measures, and Consumer protection.

Year: 1991-1996
Responsible Agency: State of California; Fresno County
Funding Source: State Funding; CDBG (for housing discrimination only).

2. The City will prepare a public information pamphlet regarding housing discrimination for distribution at City Hall.

Year: 1993-1994
Responsible Agency: City of Sanger
Funding Source: General Fund/RDA



X

**INTERGOVERNMENTAL COORDINATION AND PUBLIC
PARTICIPATION**

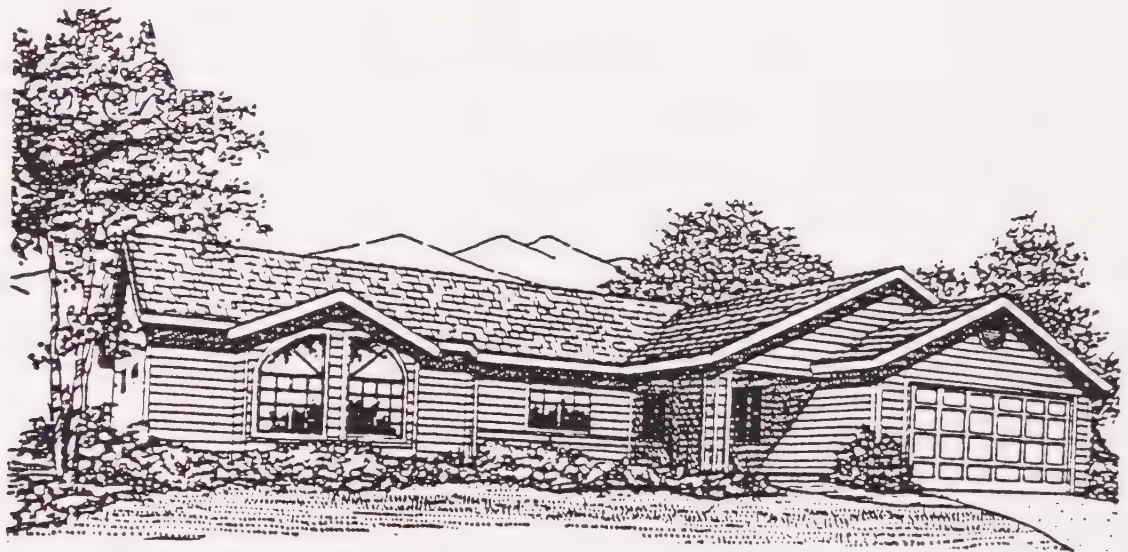
The City invited public participation in the preparation of the 1991 Housing Element update through its review and public hearing processes. These processes included workshop sessions with Planning Commission, the Economic Development Commission, and the City Council. The Planning Commission conducted workshops on March 28, April 11, and April 25, 1991. The Economic Development Commission conducted workshops on April 2 and April 16, 1991. The City Council workshop was conducted on July 3, 1991. These workshops were open to the public and conducted as part of an advertised public meeting. The public hearing process included a Planning Commission hearing on May 23, 1991, continued to July 11, 1991, an Economic Development Commission hearing on July 16, 1991, and a City Council hearing on August 1, 1991, continued to September 5, 1991, and then to December 5, 1991.

The City identified numerous community groups, both public and private which have an interest in local and regional housing issues. The City invited these groups to review and comment upon the plan document prior to public hearings. The draft Housing Element was distributed to the following organizations for this purpose: The Mexican-American Political Organization (MAPA), the Father Hannibal House, Christian Outreach, the Chamber of Commerce, several prominent local developers and Real Estate brokers, most of the local churches and the Library.

The City cooperated with other cities through a joint planning committee to provide a uniform approach to addressing the County's housing needs. The joint committee discussed various methodologies and action programs available to solve local housing problems and met with representatives of the State Department of Housing and Community Development to discuss specific issues mandated by state law to be addressed within local housing elements.

The County and City Planning Departments and Administrative Offices worked jointly with the Council of Fresno County Governments in developing the 1990 Fresno Regional Housing Needs Determination Plan update that determines the "same share" housing requirements of each jurisdiction for providing housing for various income levels.

The City worked closely with the local Housing Authority and the County Community Development Department in reviewing current housing programs that provide low-income housing. The City also worked with the local Building Industry Association in seeking ways of providing energy conservation and to reducing the cost of affordable housing.



APPENDIX A

EVALUATION OF THE 1984 HOUSING ELEMENT

A. RESULTS OF THE GOALS, POLICIES, AND OBJECTIVES

The status of each goal, policy, and objective of the 1984 Housing Element is discussed below. The full text of each measure is contained in the 1984 Element.

GOAL I

To develop through public and private channels, sufficient new housing to insure the availability of affordable housing for all households in the City of Sanger.

This Goal has not been met.

Policies

- Advocate and support proposed federal and state actions which will create a positive, stable climate for housing production.

The imprecise language of this policy precludes a definative analysis of results.

- Wherever appropriate, facilitate the use of federal or state programs which can assist in development of new housing consistent with identified City-wide housing needs and adopted local plans and programs.

The imprecise language of this policy precludes a definative analysis of results.

- Support efforts which serve to coordinate and improve the ability of the housing delivery system to effectively respond to local housing needs.

The imprecise language of this policy precludes a definative analysis of results.

- Accommodate and encourage development of a full range of housing types within the City.

This policy has not been successful.

- Maintain a sufficient inventory of developable land to accommodate timely development of needed new housing supplies.

This policy has been achieved.

- Encourage and participate in efforts designed to achieve economies and efficiencies which will facilitate the production of quality, affordable housing.

The imprecise language of this policy precludes a definitive analysis of results.

- Promote balanced, orderly growth to minimize unnecessary developmental costs adding to the cost of housing.

This policy has been achieved.

Objectives

- Construction annually of 121 new housing units.

This objective has been achieved and exceeded.

GOAL II

To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and the environment in which it is located.

Achieved; housing values have remained stable.

Policies

- Provide that new housing be constructed in accordance with design standards that will ensure the safety and integrity of each housing unit.

Not achieved; the City has no adopted design standards.

- Encourage application of community design standards which will provide for the development of safe, attractive, and functional housing developments.

Not achieved; the City has no adopted community design standards.

- Manage new residential development within the context of a planning framework designed to minimize adverse impacts on the area's natural resource base and overall living environment.

Achieved; the General Plan addresses environmental issues.

Objective

- Maintenance of community design and improvement standards that will provide for the development of safe, attractive, and functional housing developments and residential environments.

This objective has not been achieved.

GOAL III

To provide for a choice of housing locations for all residents.

This goal has not been achieved.

Policies

- Review and update Sanger's General Plan on a regular basis to ensure that growth trends are accommodated.

The General Plan was updated in 1988.

- Encourage the development of various types of housing opportunities in all residential areas.

This policy has not been implemented.

Objective

- Designation of sufficient land for residential development and residential reserves to provide 200 percent of the land required for new development through 1990.

This objective was achieved.

GOAL IV

To maintain and improve the quality of the existing housing stock and the neighborhoods in which it is located.

City sponsored programs rehabilitate several houses between 1979 and 1986.

Policies

- Monitor the quality of the housing stock to maintain a current inventory of all substandard housing units.

The City developed a computer database with which to implement this policy.

- Provide for the removal of all unsafe, substandard dwellings which cannot be economically repaired.

This policy has been incrementally implemented.

- Encourage development of sound new housing on vacant land within existing neighborhoods which have the necessary service infrastructure.

Zoning changes adopted to encourage infill development have not been effective.

- Support and encourage all public and private efforts to rehabilitate and improve the existing housing stock.

The imprecise language of this policy precludes a definitive analysis of results.

- Promote public awareness of the need for housing and neighborhood conservation.

The imprecise language of this policy precludes a definitive analysis of results.

- Manage public housing projects to ensure proper maintenance of the area's public housing inventory.

Not accomplished; the City does not operate public housing projects.

- Support actions which foster and maintain high levels of owner-occupancy, particularly in those neighborhoods in which housing quality is declining.

The imprecise language of this policy precludes a definitive analysis of results.

- Promote development of public policies and regulations which provide incentives for proper maintenance of owner-occupied and rental housing.

This policy has not been implemented.

- Manage development of land within and adjacent to existing neighborhoods to avoid potentially adverse impacts on the living environment.

General Plan Policies address this issue.

- Encourage proper maintenance of essential public services and facilities in residential developments.

The City routinely maintains public service infrastructure throughout the City.

- Facilitate maximum utilization of federal and state programs which can assist lower-income homeowners to properly maintain their dwelling units.

This policy has not been implemented.

Objectives

- Rehabilitation of an annual average of 6 dwellings for very low-, low-, and moderate-income households, through 1990.

Between 1979 and 1986, 30 dwellings were rehabilitated.

- Conservation of all existing dwellings for very low-, low-, and moderate-income households through 1990.

The imprecise language of this objective precludes a definitive analysis of results.

GOAL V

To promote equal access to safe and decent housing for all economic groups.

This goal has not been realized.

Policies

- Encourage enforcement of fair housing laws throughout the City.

Implemented.

- Support programs which increase employment and economic opportunities.

Implemented.

- Encourage development of a range of housing for all income levels in proximity to existing and planned employment centers.

Not implemented.

- Encourage full utilization of federal and state housing assistance programs which can enable those persons with unmet housing needs to obtain decent housing at prices they can afford.

The imprecise language of this policy precludes a definitive analysis of results.

- Support the development of housing plans and programs, including new government subsidized housing, which maximizes housing choice for minorities and lower-income households commensurate with need.

The imprecise language of this policy precludes a definitive analysis of results.

- Wherever possible, implement adopted land development and resource management policies without imposing regulations which have the effect of excluding housing for lower-income groups.

The imprecise language of this policy precludes a definitive analysis of results.

Objectives

- Non-market rate housing assistance to 1 percent of the existing needy households and to all new needy households by 1990.

Not accomplished.

- Rental assistance annually to an average of 31 very low-, low-, and moderate-income households by 1990 as shown in Table 23.

Not accomplished.

- Homeowner assistance annually to an average of 32 very low-, low-, and moderate-income households through 1990 as shown in Table 22.

Not accomplished.

GOAL VI

To promote energy conservation activities in all residential neighborhoods.

Not accomplished.

Policies

- Advocate and support proposed federal and state actions to promote energy conservation.

The imprecise language of this policy precludes a definitive analysis of results.

- Promote public awareness of the need for energy conservation.

The imprecise language of this policy precludes a definitive analysis of results.

- Promote development of public policies and regulations that achieve a high level of energy conservation in all new and rehabilitated housing units.

The imprecise language of this policy precludes a definitive analysis of results.

- Encourage maximum utilization of federal and state programs which assist homeowners in providing energy conservation measures.

The imprecise language of this policy precludes a definitive analysis of results.

Objective

- Amendment of local ordinances to promote energy conservation.

This objective has not been accomplished.

B. PERFORMANCE EVALUATION OF THE PROGRAMS OF THE 1984 ELEMENT

The status of each housing program in the 1984 Housing Element is discussed below. The 1984 Element should be consulted for the full text of each measure.

Action Plan: Provision of adequate sites for housing development

1. The City will actively pursue annexation of reserve areas within the City's planned urban area to provide the land necessary to accommodate housing needs as the demand occurs.

STATUS: Accomplished; between 1984 and 1987, 764 acres were annexed to the City.

2. Sanger will prepare a five year land use plan update. This plan will set aside sufficient land area to meet future residential needs through 1990. Land reservation will be approximately 200 percent of need in order to allow sufficient land choice and inhibit inflated values due to potential monopoly of growth areas.

STATUS: Accomplished; a comprehensive General Plan update occurred in 1988.

3. The City will investigate ways to encourage urban infill. In this study current development policies will be analyzed and programs formulated for providing incentives such as permitting higher densities under certain conditions and expediting the processing of site plans.

STATUS: Accomplished. The study was conducted as part of the General Plan update process; infill policies were incorporated into the General Plan.

4. A community audit will be conducted to identify infrastructure and service limitations which inhibit housing development and to identify programs and resources to address short-term and long-term needs.

STATUS: Partially Accomplished.

5. The City of Sanger will utilize the existing Redevelopment Agency to provide funding support for housing rehabilitation.

STATUS: Accomplished. A housing rehabilitation loan and grant program was initiated in 1990, using Tax Increment Housing Set-aside Funds. The City has funded 12 home rehab loans and anticipate funding an additional 10 homes by the end of the fiscal year (06/31/91).

6. The City of Sanger will prepare an inventory of government owned land within the City and its "Sphere of Influence" and will analyze that land for possible housing sites.

STATUS: Accomplished. Suitable City-owned sites were discovered at 8th and K Streets. Five units of low income housing was developed on the sites.

PROVISION FOR VERY LOW-, LOW-, AND MODERATE-INCOME HOUSING

Action Plan - Assistance to Homeowners

1. The City of Sanger will participate with Fresno County in the issuance of single-family Mortgage Revenue Bonds which provide reduced interest rates for take-out financing to moderate-income homebuyers.

STATUS: Not Accomplished. Interest rates dropped causing conventional financing to become economically feasible for developers.

2. The City of Sanger will participate with Fresno County in securing any additional housing programs as they become available.

STATUS: Not Accomplished.

Action Plan - Assistance to Renters (Except Special Needs Groups)

1. The City of Sanger will encourage developers to make application for HUD Section 8-New Construction allocations and will work with and assist those developers. The City will take all actions necessary to expedite processing and approvals for such projects, and will consider the issuance of multi-family mortgage revenue bonds for the projects.

STATUS: Not accomplished. The HUD Section 8 New Construction program was phased out in 1983.

2. The City of Sanger will support the Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program which provides rent subsidies directly to participants' landlords.

STATUS: Accomplished.

3. The City will participate with the County in the issuance of multi-family mortgage revenue bonds for new construction projects.

STATUS: Not accomplished. Improvements in the capital market caused a loss of interest in the County's bond program.

4. The City will participate with Fresno County in the issuance of multi-family mortgage revenue bonds as developers request such assistance to finance new construction projects for very low-, low-, and moderate income households and will assist by locating appropriate sites and by taking all necessary actions to expedite processing and approvals for such projects.

STATUS: Not accomplished. Improvements in the capital market caused a loss of interest in the County's bond program.

5. The City will support and participate in any additional rental programs which may become available.

STATUS: Not accomplished. Staffing and budget restrictions prevented the conduction of a proactive search for such programs.

Action Plan: Housing Rehabilitation and Conservation

1. The City of Sanger will participate in the Fresno County Housing Assistance Rehabilitation Program (HARP) administered by the Department of Community Development. The program is voluntary and provides 1 percent to 9 percent low-interest, deferred payment loans up to \$35,000 to low-income owner occupants of single family dwellings.

STATUS: Accomplished. Prior to the termination of this cooperative program by the County in 1987, 30 rehab loans were made in Sanger.

2. The City of Sanger will support Housing Authority administration of the Section 8 Moderate Rehabilitation Program.

STATUS: Accomplished.

3. The City will participate with Fresno County in securing and implementing the HUD Rental Rehabilitation program which provides subsidy funds up to \$5,000 per unit, matched by \$5,000 or more by the owner, to rehab existing rental housing. This pilot is a one year program. See Table 23 for the quantified objective, the achievement of which is dependent on interested owners.

STATUS: Not accomplished. Interested, eligible owners were not forthcoming.

4. The City of Sanger will participate with Fresno County in securing and implementing the HUD Rental Rehabilitation program which provides subsidy funds up to \$5,000 per unit, matched by \$5,000 or more by the owner, to rehabilitate existing rental housing.

STATUS: Not accomplished.

5. The City of Sanger will participate with Fresno County in applying for and implementing the HUD Section 312 program which provides 3 percent loans to homeowners, for the purpose of bringing their housing units up to code, within designated community development areas.

STATUS: Not accomplished. The County no longer provides loan packaging service for the Section 312 program as it is too staff intensive.

6. Within the City of Sanger, the Environmental Health System of the Fresno County Health Department will inspect mobile home parks on an annual basis for code compliance in accordance with Title 25, Chapter 5, of the California Administrative Code. This Division also inspects on a complaint basis.

STATUS: Accomplished. Mobile home parks were inspected by the County until 1986 when the State Dept. of HCD assumed responsibility for that activity.

7. All housing units being constructed, rehabilitated, expanded, or relocated in the City of Sanger will be inspected by the City Building Department which enforces the Uniform Building Code and several related sub-codes, such as the Plumbing and Electrical Codes, pursuant to the State Housing Law.

STATUS: Accomplished.

8. Fresno County will continue to enforce the Housing Code (Fresno County Ordinance Code, Chapter 15.32, Substandard Housing and Unsafe Structures) which provides minimum health and safety standards for the maintenance of the existing housing supply.

STATUS: Not accomplished. The County Health Department concentrates it's activity in the unincorporated portions of the County.

9. The Environmental Health System will continue to enforce the State's Employee Housing Act (California Administrative Code, Title 25, Chapter 2) within the unincorporated areas of the County. The administrative regulations of this act apply minimum health and safety standards to employer-owned labor camps that provide living quarters for five or more employees.

STATUS: Not Accomplished. This activity does not occur within the City.

10. The City will review its policies related to housing conservation and will adopt new policies and procedures where necessary. This will include but not be limited to, apartment and mobile home park conversions, rental housing, and the conversion of residential to non-residential uses.

STATUS: Accomplished as part of the 1988 General Plan update.

Action Plan: Housing to accommodate Special needs

1. The City of Sanger will participate with the County of Fresno in a program to develop demographic data on overcrowding, and in particular large family overcrowding, and to formulate programs which address identified problems.

STATUS: Not accomplished due to County Planning staff reductions.

2. The City of Sanger will encourage non-profit sponsors to make application for HUD Section 202 allocations for construction of rental housing for seniors and handicapped and will take all actions necessary to expedite processing and approval of such projects. In addition, should the funding become available, the City will facilitate the project by participating in locating appropriate sites and will consider the use of Community Development Block Grant funds.

STATUS: Not accomplished due to the lack of interested non-profit sponsors.

3. The City will make application to the State of California to fund housing under the HCD Farm Worker Housing program for renters and owners.

STATUS: Not accomplished.

4. The City of Sanger will support the Housing Authority's continued implementation of the Economic Opportunity Act of 1964 which provides federal funds for the purpose of developing and operating programs which will meet the special needs of the migratory agricultural workers and their families by providing housing, sanitation, education and day care of children.

STATUS: Accomplished.

5. The City in cooperation with Fresno County will apply to the State Department of Housing and Community Development for an HCD Farm Worker Housing Grant. To be funded half with CDBG and half with a State HCD Farm Worker Housing Grant, the homes will be sold at a subsidized cost to farm workers.

STATUS: Not accomplished due to County budget and staff restrictions.

9. The City will support the County in undertaking a program of data analysis to define the need for farm worker housing.

STATUS: Not accomplished due to County staff and budget reductions.

Action Plan - Governmental Constraints

1. The City of Sanger will study their development fees to determine whether or not they constitute constraints on development and/or improvement of housing, and they will consider amendment of the fee schedule.

STATUS: Accomplished as part of the 1988 General Plan update.

2. The City will implement a program to analyze recent changes in the General Plan and the Zoning Ordinance which will allow homes on single-family lots, provide density bonuses for low- and moderately-income housing, and allow second dwellings on single-family lots; to identify the impact these changes have had on the low and moderate-income housing availability and; to identify problems which limit these effective impact on housing need.

STATUS: Accomplished

3. The City will implement a program to analyze current land use policies and controls to determine whether or not they constitute constraints and to consider modifications which provide for smaller lot sizes, mix of lot sizes, density transfer, zero-lot-line housing, and other approaches to reducing governmental constraints.

STATUS: Accomplished as part of the 1988 General Plan update.

4. The City will implement a program to analyze site improvement standards, such as setbacks and square foot minimums, and formulate appropriate modifications.

STATUS: Accomplished as part of the 1988 General Plan update.

5. The City will reduce or waive filing fees, building permit fees, or other charges for nonprofit sponsored low income housing projects.

STATUS: Accomplished

Action Plan - Non-Governmental Constraints

1. The City of Sanger will participate with Fresno County in the issuance of single-family and multiple-family mortgage revenue bonds for the purpose of reducing take-out interest rates to home buyers and developers of rental housing. See Tables 22 and 23 for the quantified objectives.

STATUS: Not accomplished. Improvements in the capital market made conventional funding economically feasible.

2. The City of Sanger will participate with Fresno County on a land banking program to address the problem of land costs.

STATUS: Not accomplished due to cutbacks in the CDBG program.

3. The City of Sanger will utilize a portion of its Community Development Block Grant allocation and/or tax increment to write down infrastructure improvements necessary to the development of housing and sites for housing in order to address construction and land costs.

STATUS: Accomplished. The City implemented a loan and grant program in 1990 utilizing tax increment low and moderate income housing set-aside funds. Grants have been awarded for a total of 40 homes and up to 30 more applicants can be accepted into the program.

4. The City of Sanger will implement the density bonus requirements in state law which provide for a 25 percent density bonus for housing projects which provide 25 percent of the units for rent or sale to household of low and moderate-income households (80 percent to 120 percent of median income).

STATUS: Accomplished.

5. The City of Sanger will implement a program to identify barriers to infill development and will formulate incentives to develop in-fill areas and on by-passed parcels to address construction costs.

STATUS: Not accomplished due to staff limitations

Action Plan: Promotion of equal housing opportunities

1. The City will support the County establishment of an inter-agency task force to determine the effectiveness of existing programs in complying with federal equal opportunity objectives and will request that the Task Force include City representation.

STATUS: Not accomplished.

2. The City of Sanger will direct residents with discrimination complaints to the State Department of Fair Employment and Housing or the County Department of Weights, Measures, and Consumer protection.

STATUS: Accomplished.

APPENDIX B

HOUSING QUALITY SURVEY, 1990

To accurately determine the condition of housing in Sanger, the Planning Division of the Development Services Department conducted a visual survey of single family housing units in the City. The units were evaluated through a "windshield survey" during the month of December, 1990, by individuals trained in Uniform Building Code issues and experienced in planning and zoning issues. A checklist was used to assign points for each structural deficiency noted. A copy of this checklist follows. The points assigned to each structure were totaled, with the highest point total that could be achieved 100.

The following point ranges were used to define the various housing conditions:

<u>Point Range</u>	<u>Definition</u>
0 - 3	Standard condition; few or no apparent defects.
4 - 15	Minor rehabilitation needed; minor defects noted, but still apparently sound and fit for occupancy.
16 - 49	Major rehabilitation needed; major defects noted which may affect the habitability of the structure.
50 - 100	Dilapidated Condition; apparently unsound and perhaps unfit for occupancy. A detailed on-site evaluation is necessary to ascertain actual condition.

All substandard structures were mapped by parcel number to show their specific locations throughout the City to determine patterns in the location of the housing quality categories.

Target areas were selected from those parts of the city that contained the highest concentrations of units needing major rehabilitation. Concentrations of units needing minor rehabilitation were also considered to the extent that their proximity to the poorer quality housing may contribute to further deterioration. A list of the specific Assessor Parcel Blocks with their "deterioration" rating, total number of units, and percent of houses that need major rehabilitation is shown below.

CITY OF SANGER
HOUSING CONDITION SURVEY
SHEET # _____ DATE: _____
BY: _____

LOCATION:

Address/APN:

FOUNDATION:

good (0)
partial (15)
complete (25)

ROOFING:

good (0)
patch (5)
replace (10)
repair (15)

SIDING:

good (0)
paint (3)
patch (5)
replace (10)

WINDOWS:

good (0)
replace (5)
repair (10)

SCREENS:

good (0)
repair (3)
replace (5)

DOORS:

good (0)
repair (1)
replace (5)

ELECTRICAL:

100 amp.+ (0)
other (10)
exposed (15)

PLUMBING:

adeq. (0)
repair (5)
inadeq. (10)

SITE:

trash (2)
vehicles (3)

TOTAL:

CODE:

UNITS:

APPENDIX C
SCHEDULE OF DEVELOPMENT FEES

FEE SCHEDULE

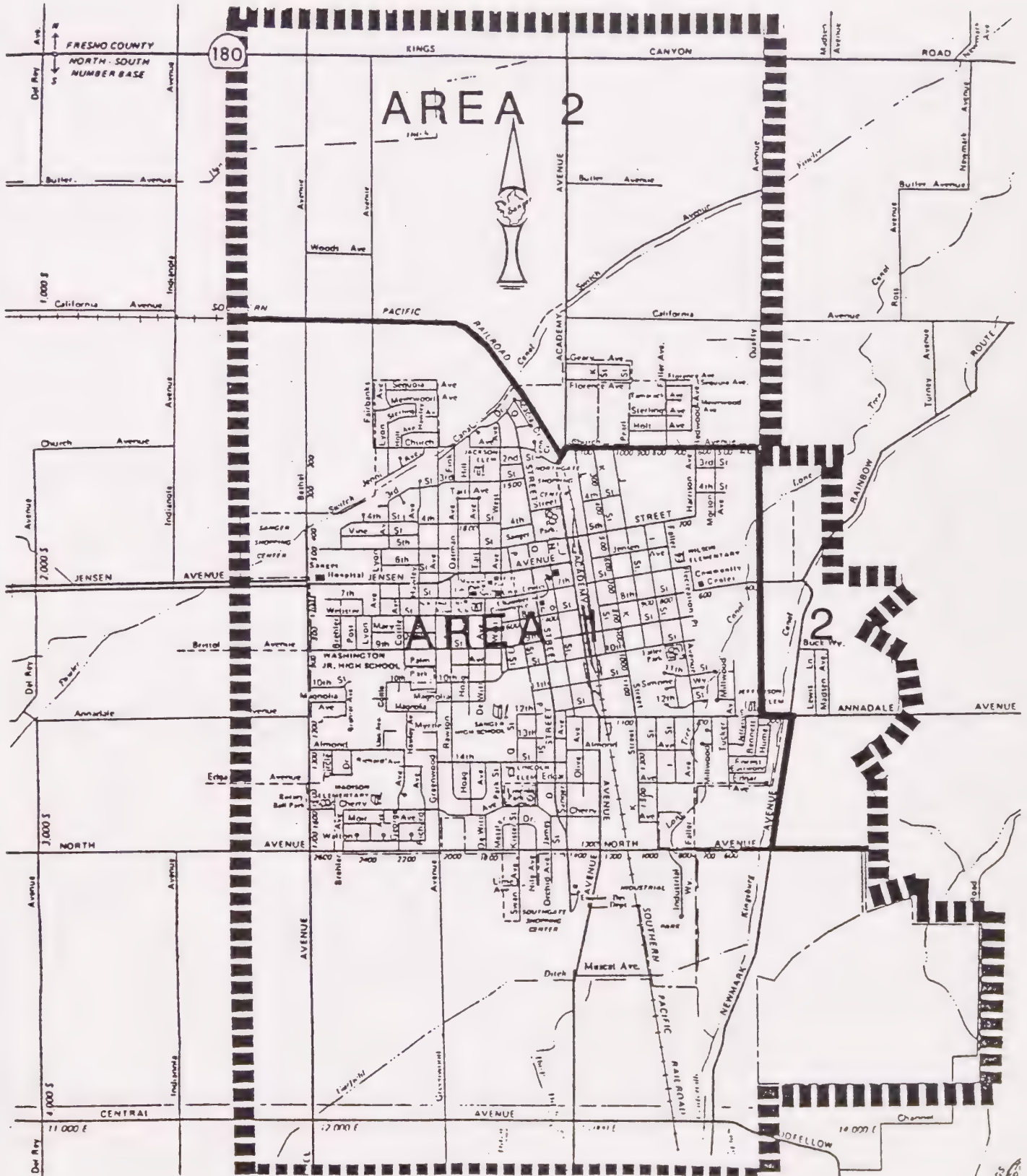
RESIDENTIAL DENSITY	SANITARY SEWER #1	SANITARY SEWER #2	WATER	WATER MAJOR FACILITIES	STORM DRAIN	STORM DRAIN #DR-1	TRAFFIC	RECREATION	PUBLIC SAFETY FACILITIES (POLICE DEPT EXPANSION)	PUBLIC SAFETY FACILITIES #1 (FIRE SUBSTATION)	PUBLIC SAFETY FACILITIES #2 (FIRE)	SOLID WASTE MAJOR FACILITIES
(HAPS)	(A)	(A)	(B)	(B)	(C)	(D)	(B)	(E)	(B)	(F)	(F)	(B)
LOW	1317	- 1933	336	2078	3198	--	574	** See Note 2	334	125	- 125	474
MEDIUM LOW	2122	- 3117	541	3636	3198	--	735	"	584	219	- 219	829
MEDIUM	3824	- 5616	976	6234	3198	--	1322	"	1000	375	- 375	1420
MEDIUM HIGH	8125	- 11933	2074	12468	4389	--	1872	"	2001	750	- 750	2841
HIGH	20070	- 29477	5124	31690	4389	--	4305	"	5002	1875	- 1875	7221
COMMERCIAL	3454	- 5068	865	5444	5689	--	11509	16¢ per square foot of building	250	1250	- 1250	555
INDUSTRIAL	4499	- 7589	691	4413	5689	* See Note 1	5652	16¢ per square foot of building	250	1250	- 2708	555

* NOTE 1: SEE MAP D - (Fees are listed on reverse side)

** NOTE 2: \$700 per Single Family House/\$200 per Bedroom for Multi-Family

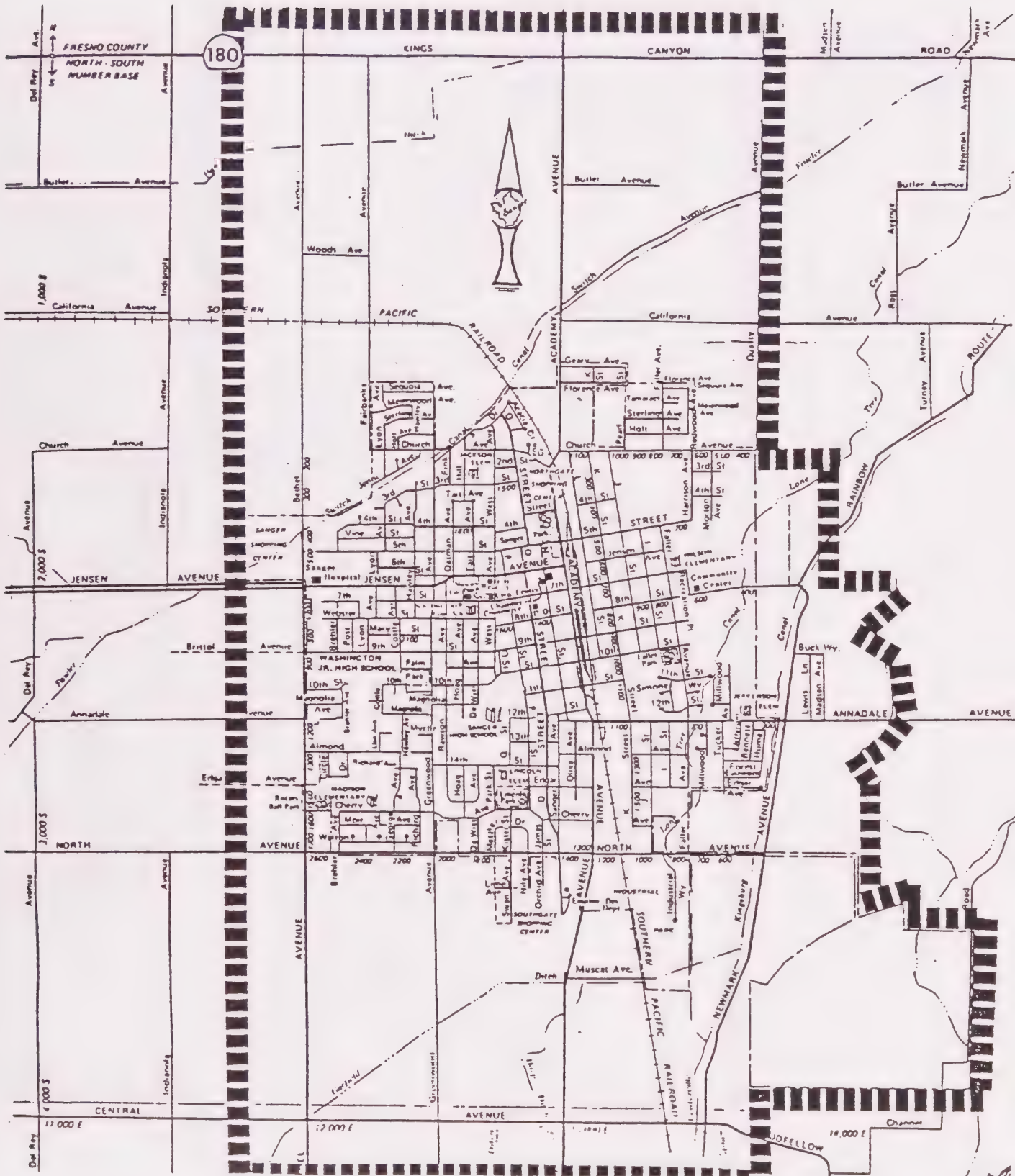
(PER-DRAFT)
(04/91)

SEWER SERVICE FACILITIES BENEFIT AREA #1 AND #2



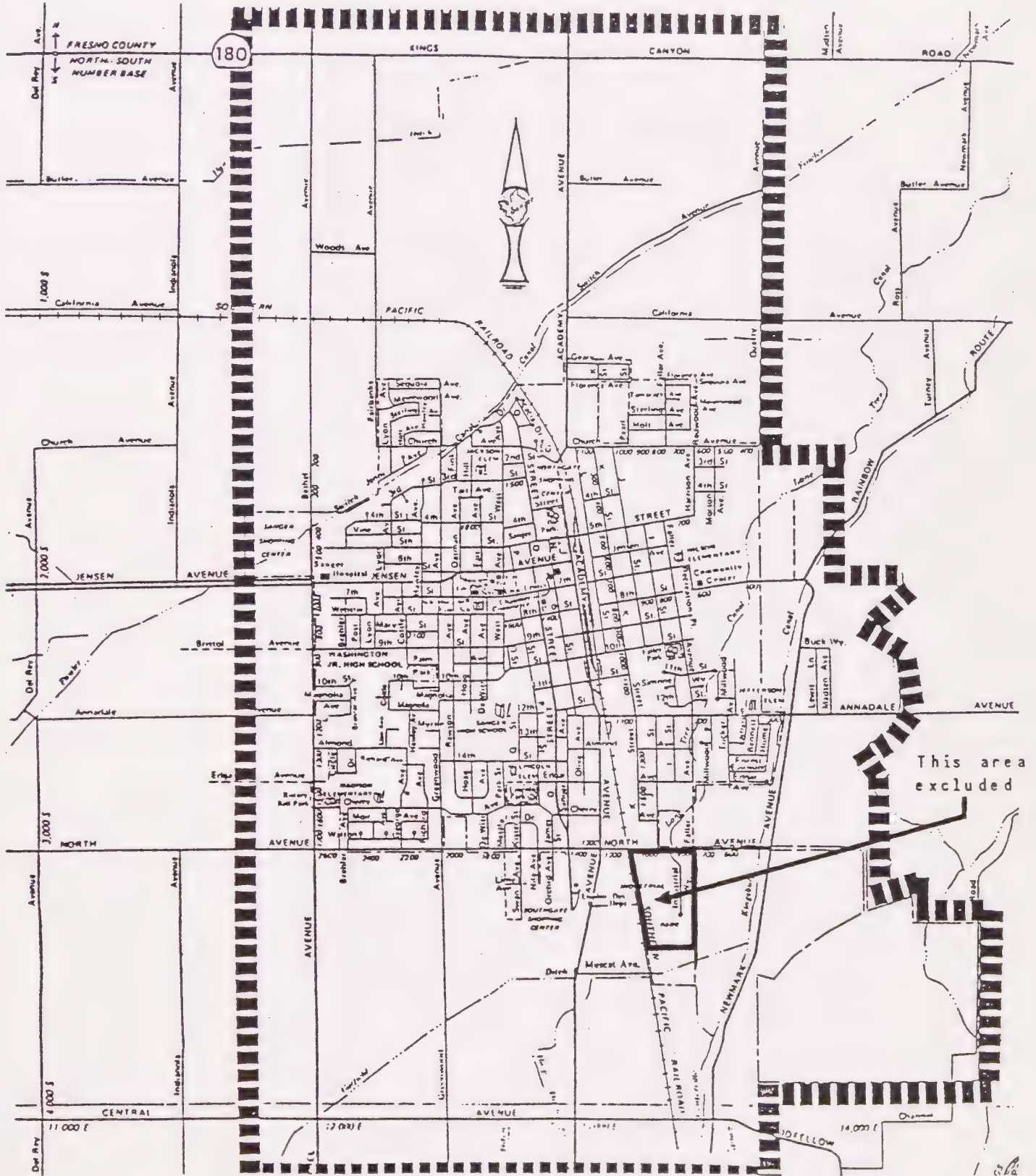
MAP A

WATER SERVICE FACILITIES, WATER MAJOR
SERVICE FACILITIES, AREA ROAD AND
TRAFFIC SERVICE FACILITIES, PUBLIC
SAFETY FACILITIES (POLICE),
AND SOLID WASTE MAJOR FACILITIES
BENEFIT AREA



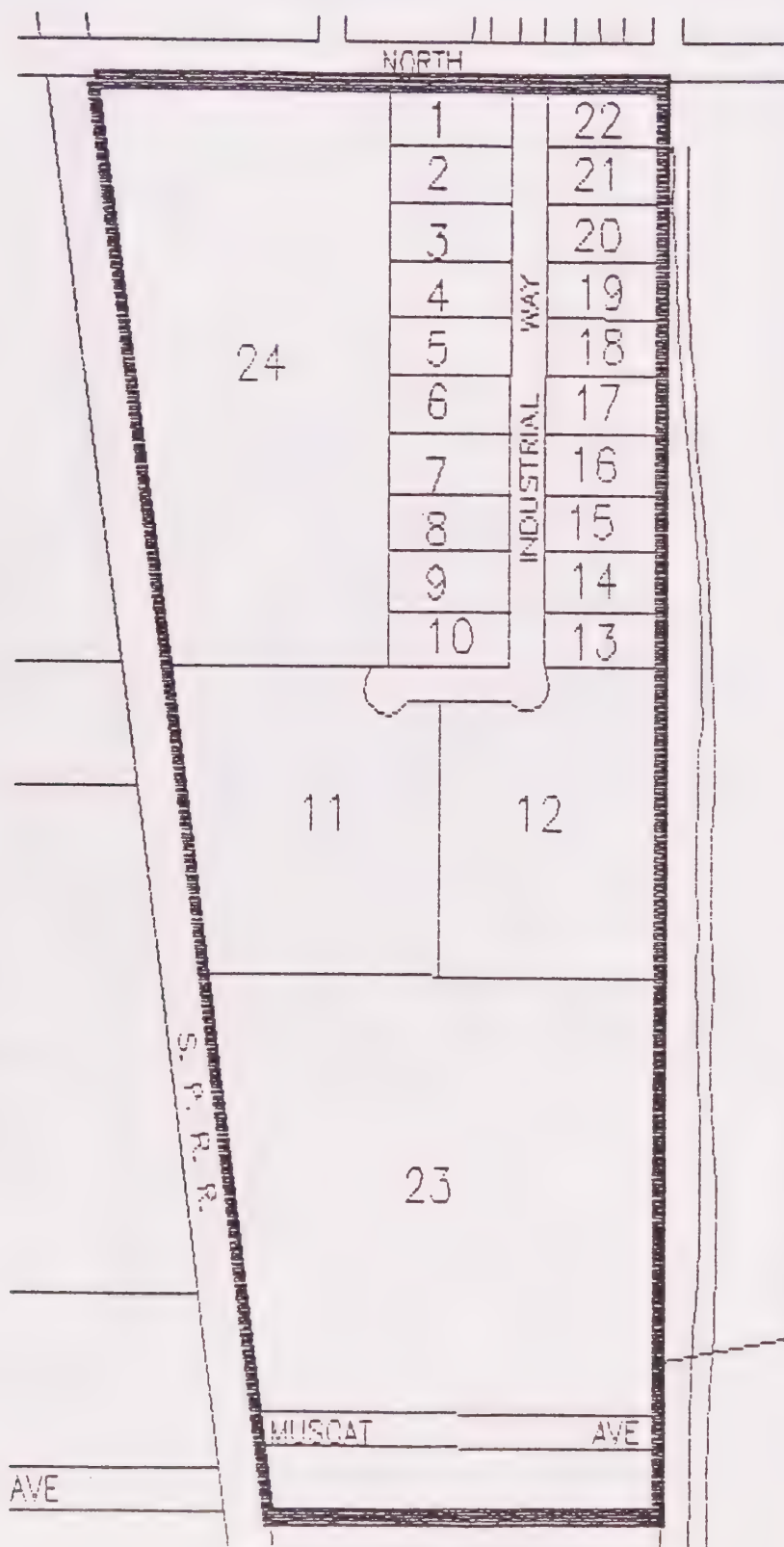
MAP B

STORM DRAIN/FLOOD CONTROL
SERVICE FACILITIES BENEFIT AREA



MAP C

STORM DRAIN FACILITIES
BENEFIT AREA
DR-1



MAP D

DR-1

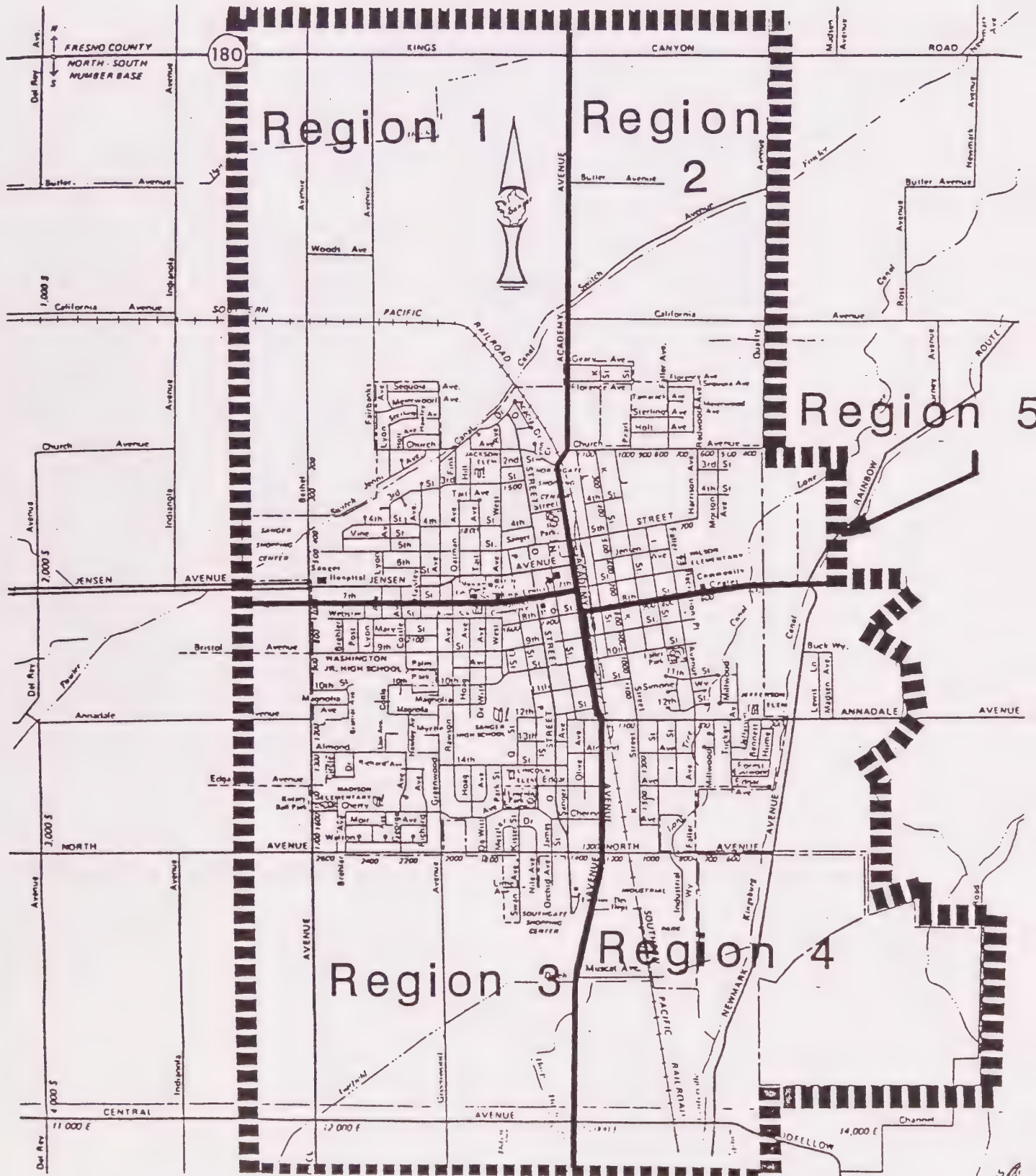
STORM DRAIN FEES SANGER INDUSTRIAL PARK

	NET AREA	% TOTAL	DRAINAGE FEE	PROPOSED FEE
1	0.686	1.623	\$ 3,385.63	\$ 3,537.98
2	0.678	1.604	3,346.15	3,480.00
3	0.678	1.604	3,346.15	3,480.00
4	0.678	1.604	3,346.15	3,480.00
5	0.678	1.604	3,346.15	3,480.00
6	0.678	1.604	3,346.15	3,480.00
7	0.678	1.604	3,346.15	3,480.00
8	0.678	1.604	3,346.15	3,480.00
9	0.678	1.604	3,346.15	3,480.00
10	0.678	1.604	3,346.15	3,480.00
11	7.740	18.316	38,119.41	39,918.38
12	6.000	14.199	29,611.95	30,944.49
13	0.667	1.578	3,291.86	3,439.99
14	0.668	1.581	3,296.80	3,445.16
15	0.669	1.583	3,301.73	3,450.31
16	0.670	1.586	3,306.67	3,455.47
17	0.671	1.588	3,311.60	3,460.62
18	0.672	1.590	3,316.54	3,465.78
19	0.673	1.593	3,321.47	3,470.94
20	0.675	1.597	3,331.34	3,481.25
21	0.676	1.600	3,336.28	3,486.41
22	0.685	1.621	3,380.70	3,532.83
24	15.004	35.506	74,049.61	77,381.84
	42.258		\$208,556.94	

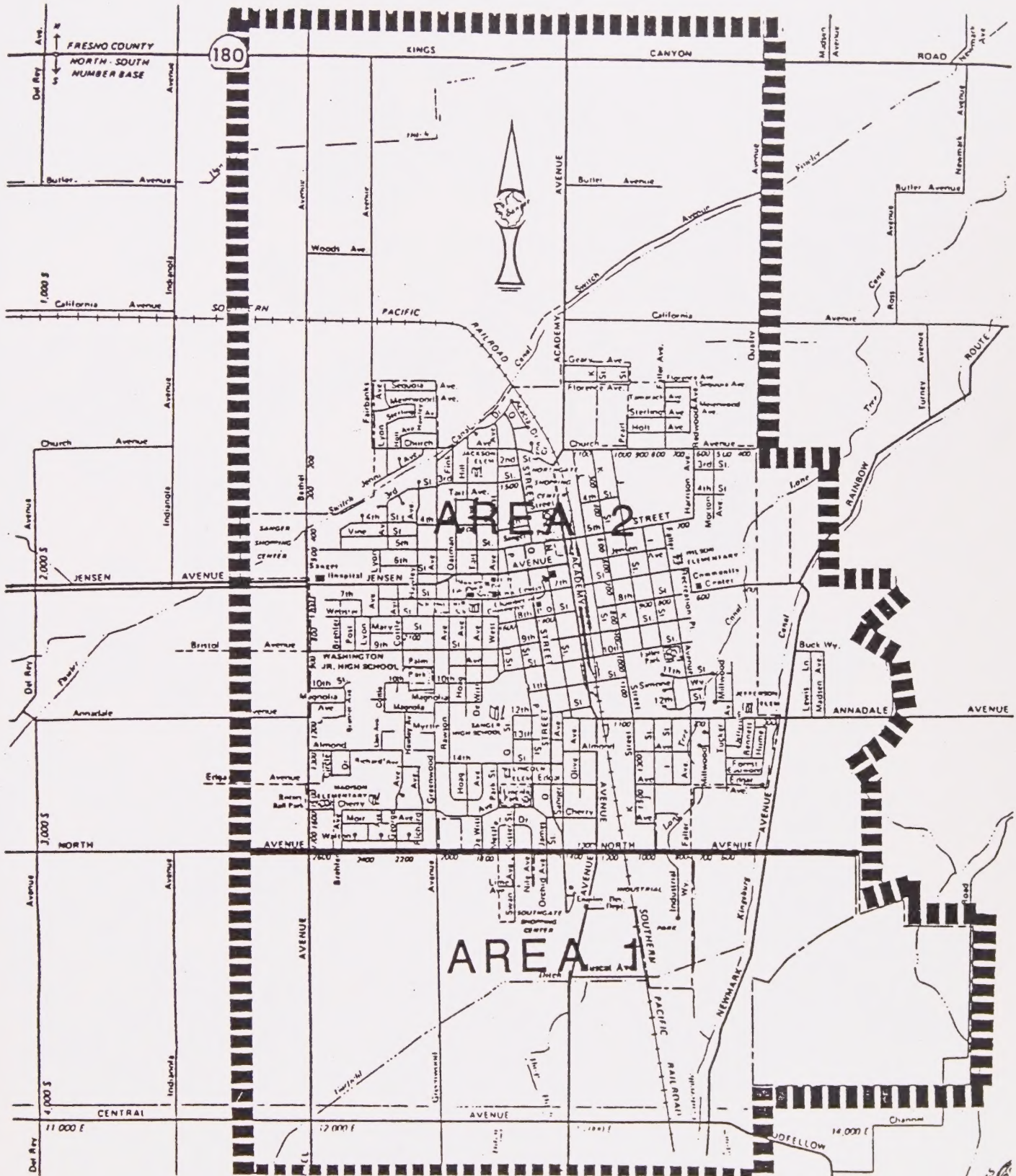
See Map D for parcel numbers relating to the above table.

(raexfess)

PARK & RECREATION SERVICE FACILITIES BENEFIT AREA



PUBLIC SAFETY FACILITIES BENEFIT AREA #1 AND #2 (FIRE)



U.C. BERKELEY LIBRARIES



C124909395

